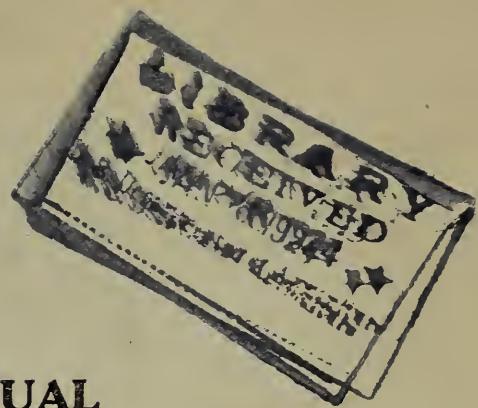


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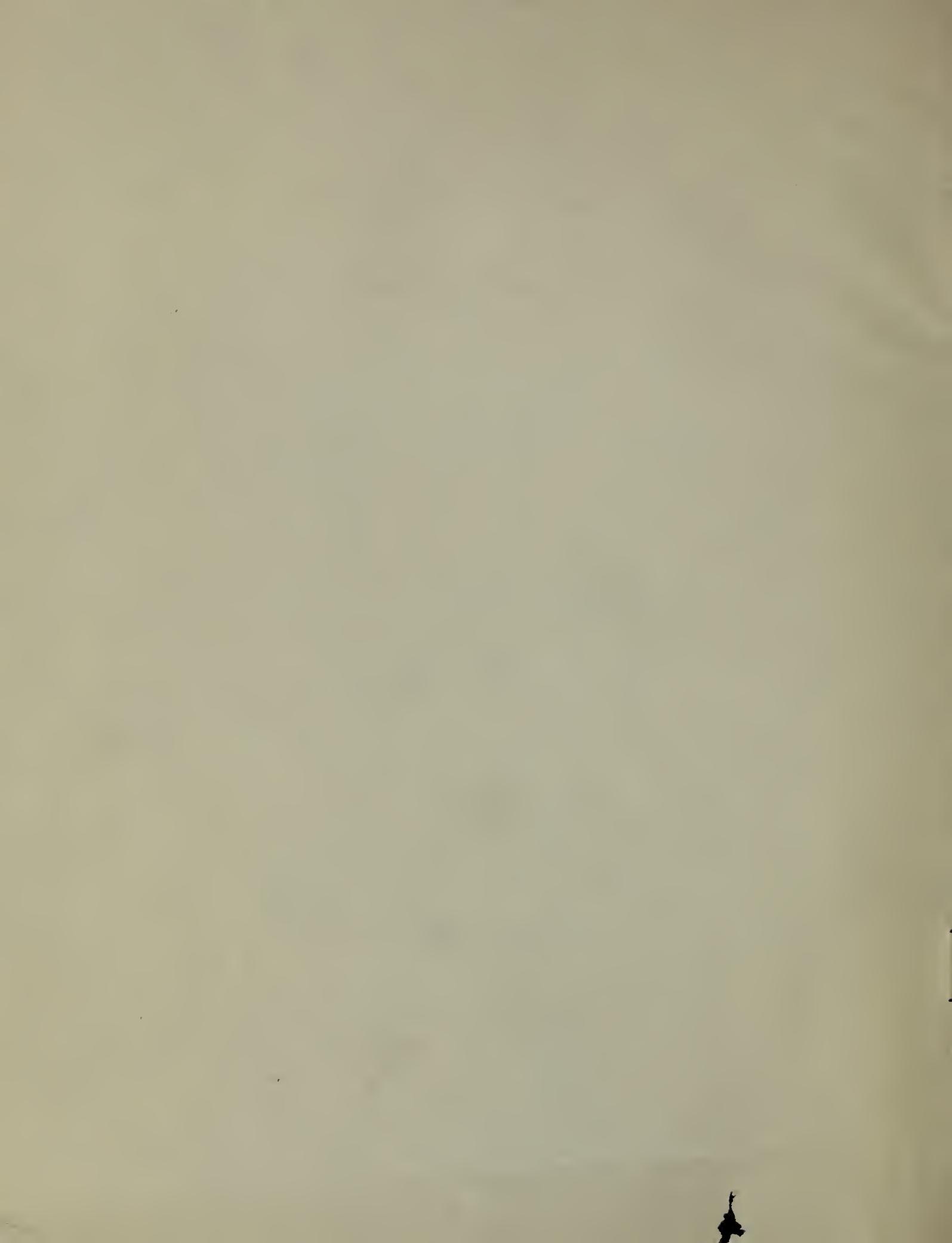
NATIONAL FOREST MANUAL

ADMINISTRATION AND PROTECTION

FOREST SERVICE

U. S. DEPARTMENT OF AGRICULTURE

October 20, 1923.



UNITED STATES DEPARTMENT OF AGRICULTURE
FOREST SERVICE
WASHINGTON

October 20, 1923.

The new administration and protection section of the National Forest Manual has been approved by the Secretary of Agriculture. It is issued in mimeographed form in order to avoid the delay involved in securing a printed edition.

These instructions supersede all previous instructions for like purposes, and are in effect from this date. It is required that Forest officers familiarize themselves with the National Forest Manual and with the regulations of the Department of Agriculture to which the National Forest Manual is supplemental.

Throughout this section of the Manual the verb "will" is used to convey mandatory instructions. "Should" and similar expressions are used in connection with instructions which are not mandatory but which express what is regarded as the best practice.

W. B. GREELEY

Forester.

The National Forests

Major Purposes

National Forests have for their objects to insure a perpetual supply of timber, to preserve the forest cover which regulates the flow of streams, and to provide for the use of all resources which the Forests contain, in the ways which will make them of largest service. Largest service means greatest good to the greatest number in the long run. It means conservation through use, with full recognition of all existing individual rights and with recognition also that beneficial use must be use by individuals; but without the sacrifice of a greater total of public benefit to a less. In other words, the Forests are to be regarded as public resources, to be held, protected, and developed by the Government for the benefit of the people.

The injury which results from the destruction of forests by fire and ill-regulated use is a matter of history in older countries, and has long been the cause of anxiety in the United States. A cheap and plentiful supply of timber is important, if not absolutely essential, to the welfare of communities; a forest cover is the most effective means of maintaining a regular streamflow for irrigation and other purposes; and the future of the western livestock industry depends upon the permanence of the range. Exhaustion of a local timber supply means the cessation of lumbering and the business activities dependent on it, and often leaves desolation, impoverishment, and industrial depression; there are vast public and private losses through unnecessary forest fires, while a rapidly growing population creates an increasing demand for lumber. With forest destruction, the flow of streams becomes irregular just when development of the country makes them indispensable to transportation, manufacture, or irrigation. Without regulation there is serious decrease in the carrying capacity of the range. In short, forest protection is vital to the public welfare.

The regulations and instructions for the use of the National Forests here published are in accordance with the organic acts and with the various supplementary and amendatory laws passed since June 4, 1897. They are based upon the general policy laid down for the Forest Service by the Secretary of Agriculture in his letter to the Forester dated February 1, 1905:

"In the administration of the forest reserves¹ it must be clearly borne in mind that all land is to be devoted to its most productive use for the permanent good of the whole people, and not for the temporary benefit of individuals or companies. All the resources of forest reserves are for use, and this use must be brought about in a thoroughly prompt and businesslike manner, under such restrictions only as will insure the permanence of these resources. The vital importance of forest reserves to the great industries of the western States will be largely increased in the near future by the continued steady advance in settlement and development. The permanence of the resources of the reserves is therefore indispensable to continued prosperity, and the policy of this department for their protection and use will invariably be guided by this fact, always bearing in mind that the conservative use of these resources in no way conflicts with their permanent value.

"You will see to it that the water, wood, and forage of the reserves are conserved and wisely used for the benefit of the home builder, first of all, upon whom depends the best permanent use of lands and resources alike. The continued prosperity of the agricultural, lumbering, mining, and livestock interests is dependent upon a permanent and accessible supply of water, wood, and forage, as well as upon the present and future use of these resources under businesslike regulations enforced with promptness, effectiveness, and common sense. In the management of each reserve local questions will be decided upon local grounds; the dominant industry will be considered first, but with as little restriction to minor industries as may be possible; sudden changes in industrial conditions will be avoided by gradual adjustment after due notice, and where conflicting interests must be reconciled the question will always be decided from the standpoint of the greatest good of the greatest number in the long run."

¹Called National Forests since March 4, 1907.

The Forest Service

Organization

Forest officers are agents of the people. They must answer all inquiries fully and cheerfully, and be even more prompt and courteous in the conduct of Forest business than in private business. They must, of course, obey instructions and enforce regulations without fear or favor; they must not allow personal or other interests to weigh against the permanent good of the Forests; but it is no less their duty to encourage legitimate enterprises and to assist the public in making use of the resources of the Forests. They must make every effort to prevent misunderstanding and violation of Forest regulations, rather than to correct mistakes after they have been made. Information will be given tactfully and violations prevented by friendly advice rather than by offensive warnings.

The National Forests contain upward of 156,000,000 acres and are scattered through 28 states and two territories from Maine to southern California, and from Florida to Alaska. The resulting wide range of physical, industrial and social conditions calls for a high degree of flexibility of organization.

The positions of district ranger, forest supervisor, district forester, and Forester constitute the framework or line of pivotal positions which guide and control the administrative and protective organization of the Forest Service. These are the key positions of the organization, and the men who occupy them largely determine each in his own sphere what the Forest Service will do and be.

The District Ranger's Job

The organization of the National Forests begins with the smallest administrative unit - the ranger district. The number and size of these districts change from time to time as business fluctuates or as inequalities in the intensiveness of administration are discovered. The number of ranger districts for the fiscal year 1924 was 842 and may be expected to increase gradually as the demand for use of the Forest resources becomes more intensive and the work constantly multiplies.

The district ranger is responsible to the forest supervisor for his district. He should be given all the authority and responsibility he can carry. In technical lines, or in subjects in which he is not proficient, he receives help and instruction from the supervisor and the specialists or administrative assistants who are usually assigned to assist the supervisor.

The Life of a District Ranger

The district ranger is primarily a field man rather than an office worker. Since the district ranger is in charge of from 50 to over 300 thousand acres and his job is primarily a field job, it is evident that his work calls for much travel, and that he must expect to spend much time away from home.

The district ranger should by all means consider himself a member of the community in which he is located and take part in community affairs to the fullest extent compatible with his duties and the legal and Departmental limitations on political activity. He should be content to raise his family in the village or isolated locality where the headquarters of district rangers are often necessarily located.

As a rule the district ranger's prestige, and, therefore, his usefulness, increases with the length of stay in, and consequent firmer establishment of himself as part of the community. For this reason frequent transfers are not desirable. On the other hand, transfers may become advisable for several reasons: (1) To a more responsible position or more important district, or a district where a man with certain qualifications is needed; (2) To get a man out of a rut, or prevent his getting into one; (3) To broaden a man's training, for advancement. By successful service on a less desirable ranger district a man acquires a right to be considered for vacancies on more desirable districts.

Qualifications Required

Men selected for district ranger positions should be young, of rugged physique, and in good mental and physical health. Training either as an assistant to a district ranger or in a training camp of the Forest Service will be a requirement insofar as funds make such training possible. A high-school education, or an equivalent amount of schooling, is needed. Technically trained men can often get valuable experience at actual district work under a district ranger while working as a guard or assistant ranger between school periods.

Advancement

It is the policy to recognize that the principal line of advancement to higher positions lies through service as district ranger. It is particularly desirable that any man should have experience as a district ranger before becoming a forest supervisor.

Responsibilities of a District Ranger

The area administered by a district ranger should be large enough to keep him fully occupied with essential duties and just as large as he can handle properly, using only the most up-to-date meth-

ods of planning and measuring up to the quality and quantity standards of work which have been adopted for his district.

The area of his district should be small enough to enable him to:

1. Handle all the administrative work for his district with the following exceptions:

(a) Timber sales of a temporary nature, the volume or technical requirements of which prevent effective handling by the district ranger without sacrificing other work. It is the policy of the Service to have timber sales handled by the district rangers as far as possible, a part of their recognized administrative duties. Timber sales, singly or in groups, may be made special projects under officers reporting directly to the supervisor where this course is unavoidable in securing the most effective use of the available personnel.

(b) Simple duties, such as patrol of driveways or counting of stock which do not require administrative training and which the district ranger cannot do himself for lack of time. It is good practice to entrust such work to guards particularly when, as is often the case, such work occurs at the time of a seasonal peak of other work.

(c) Administrative work which must of necessity be delegated to men who are in training for district ranger positions, in order to make their training effective.

2. Give to fire guards and others temporarily employed, supervision and inspection in accordance with the standards worked out for that ranger district.

3. Know his district well enough to handle a fire satisfactorily in any part of it.

4. Be a close and well-informed observer of stock, game, timber, and other resources of his district and know intimately local plants, shrubs and trees, and their habits.

Improvement work, fire fighting, and the like often require crews with foremen in charge, but it will be the rule that such crews will be under the supervision of the district ranger and that he is ordinarily personally responsible to the supervisor for everything in his district except work requiring the qualifications of

the specialists who are attached to the offices of the supervisor or district forester. The district ranger will personally supervise improvement and other crews unless to do so will interfere with more important work.

A district ranger is expected to do improvement work when his time is not actually needed on administrative work, and it is usually true that a good deal of such labor can and should be performed by the district ranger without any interference with his administrative or protective work. This is particularly true in districts having little administrative work and is true in other districts with respect to general station upkeep and telephone, trail, and fence maintenance in the spring, fall and winter. The district ranger needs to be skilled in the use of the tools and equipment of a woodsman.

The Forest Supervisor's Job.

A forest supervisor is responsible to the district forester for the administration of a National Forest which is composed of from 3 to 12 ranger districts which are grouped together to form a National Forest.

In addition to the administration of his forest, the supervisor is expected to assume leadership in his community in matters having to do with the promotion of the practice of forestry on lands in private and state ownership. Forest supervisors are assisted, as the work may require by an administrative deputy and by specialists in timber, grazing, office or other activities. These assistants are assigned such duties as in the opinion of the supervisor will most effectively enable him to manage his forest.

Qualifications Required

Technical schooling in forestry or grazing management is desirable but not indispensable. Supervisors are not selected for their technical training but for their capacity to produce the largest output of desirable results from the resources of the National Forest and from the personnel and allotments for which they are responsible. Experience as a successful district ranger is desirable. Supervisors will ordinarily be selected from the administrative or other assistants to supervisors who, because of their natural capacity, training and experience, stand out as the best men available as National Forest managers. Men without thorough field training and experience are not eligible for the position of supervisor.

The growing of crops from the soil is the essence of forestry and range management, and men who have a fundamental grasp of timber and forage production are best fitted, other things being equal, for the management of National Forests.

Character of a Supervisor's Duties

The supervisor is primarily a business manager in charge of the production of crops of timber and forage on a million acres or more of public land. His responsibilities are much the same as those of the business management of any productive enterprise. He must be able to handle funds and the time of men economically, he must maintain good business relations with innumerable people and organizations, and he must succeed in keeping the results produced on his forest in right relation to the cost of the work. One of the supervisor's most important duties is to maintain the discipline and follow up which will insure high standards of performance on the part of all the men under his direction.

While the forest supervisor is essentially a director of other men rather than a doer, he must do a considerable amount of detail work with his own hands and head, as for example, in preparing cases for administrative decision, in working with rangers and demonstrating to them better methods in their routine duties, in road or trail reconnaissance, in marking timber, burning brush, fighting fire, and grazing administration.

Without a proper proportion of such work a supervisor's grip of his job is bound to lose a certain sureness, and his control of his personnel becomes less effective. It is desirable that the supervisor be able to command respect for his skill in the largest practicable number of the duties incident to everyday work on the National Forest.

The supervisor must be able to recognize and deal with causes and tendencies in local public opinion and to utilize practical educational methods. This is necessary in order to secure the most effective cooperation in fire control, grazing and other activities, and in order to secure the understanding of National Forest aims and uses which is necessary to enable the Forest to render its proper service to nearby communities. He must represent the Service in many gatherings of business and other groups and must be able to present Service aims and methods effectively by public addresses and otherwise as the occasion demands.

Responsibilities of a Forest Supervisor

The area of the different National Forests ranges from a few hundred thousand acres to two million and more in exceptional instances. A Forest should be as large as the supervisor is able to administer properly by use of the most up-to-date methods of planning and administrative control.

The area of a National Forest should be small enough to enable the supervisor:

1. To learn the Forest thoroughly in two years after taking charge of a Forest new to him.

2. To devote enough time to field work after learning the Forest to enable him to make liberal additions each year to his personal knowledge of topographic features and detailed conditions of timber and forage in addition to handling current administrative work in field and office. The supervisor should maintain personal acquaintance with a large percentage of his permittees and all leaders of communities.

3. To spend at least a week each year with each district ranger on his district going over his work in the field.

4. To have a sufficiently intimate knowledge of every line of work carried on his Forest to be in possession of well-considered ideas of his own for use in dealing with his district forester or the public. The supervisor should be able to discuss intelligently the cover, forage and topography of his Forest. He should know intimately what his rangers are doing, what they are not doing, and why.

Specialists and assistants are necessarily employed to assist a supervisor, but the number of these men must be kept within the limits which will enable the supervisor to have a clear working knowledge of their work to direct their work intelligently, and to be able to assume full responsibility for what they do.

Whenever, because of the topographic or industrial unity of an area, a question arises as to placing a larger acreage under one supervisor, the rule should be that additional men may be added to the supervisor's staff up to the point where the resulting separation of the supervisor from essential knowledge of his Forest causes a loss of efficiency which is greater than that arising from splitting the area into two Forests. When, in the judgment of the district forester, that point is reached the natural unit should be divided into two Forests.

Forest and Grazing Assistants and Forest and Grazing Examiners

On Forests with a large volume of work, the supervisor needs one or more technically trained assistants to aid him with the timber sale, silvicultural or grazing work.

The district ranger has an excellent chance actually to practice forestry or improved grazing management. It is desirable that newly appointed technical men qualify for the position of district ranger at the earliest practicable date in their official careers, and it is the policy of the Forest Service to encourage technically

trained men to seek permanent assignment in charge of ranger districts in order that it may benefit from their professional work directly applied in such positions. For many men the satisfaction of direct personal management of a tract of timberland is to be preferred to higher administrative responsibility. The man who wants to put his life into the development of timber and forage production on a tract which, in a real sense, he can feel is his own, will be given every possible consideration in the Forest Service, and will receive the respect due a man who chooses to devote himself to good workmanship in his profession.

It will be the policy of the Forest Service not only to give technical assistants a chance to serve as district rangers but in selecting supervisors a year or more of successful work in charge of a ranger district will count heavily in an officer's favor.

Technical assistants to a supervisor may be given administrative duties, with or without change of title to that of deputy forest supervisor.

Forest or grazing examiners on the staffs of supervisors will be given administrative assignments to train them for the position of supervisor, if they show superior capacity for administrative work. The number of men so trained should be controlled by a district plan.

In such assignments these officers will be called upon frequently to develop definite forest and range management working plans, which, when completed, will often be a true index to the administrative ability of the officer, and his fitness for higher responsibilities.

Executive Assistants

Qualified executive assistants will be assigned on each National Forest requiring such service. The executive assistant will be responsible to the supervisor for the work ordinarily handled by the forest chief clerk, together with general management under the direction of the supervisor, of the routine work of the headquarters of the Forest.

The executive assistant must have the qualifications of a minor executive; must have the experience and ability to enable him to relieve the supervisor of clerical and routine work; must be able to handle routine matters with rangers under general direction only of the supervisor; must be able to prepare all the usual reports, keep the financial and other records, handle correspondence on simple matters with persons outside the Service, and deal effectively with Forest users. It is desirable but not essential

that an executive assistant have had field experience. The work of packing, unpacking, forwarding and receiving shipments of freight and express is a part of the duties of the executive assistant, together with the storage, handling, sorting, and care of property kept at forest headquarters. The executive assistant is often required to search out and employ laborers who may be needed for fire or construction work.

The executive assistant should help on fires when necessary, and make occasional trips to ranger districts to help with files and property, and for the purpose of getting acquainted with people and forest localities. The chief function of the position, however, is to manage the office and headquarters work of the Forest, in order that the supervisor may spend his time in field activities.

The position of executive assistant will ordinarily be filled by promotion from the grade of qualified clerks who have had experience in a forest supervisor's office. Vacancies may, however, be filled by transfer of other clerical, administrative or technical employees who have the necessary qualifications.

Executive assistants can not qualify for the position of supervisor by executive-assistant work alone. A record in a ranger or other field position showing supervisor capacity is a prerequisite to advancement to the supervisor grade.

The District Forester's Job

The United States is divided regionally into eight Districts, each in charge of a district forester who is directly responsible to the Forester. All of the work incident to the administration of the National Forests in his district, and other work in connection with the dissemination of information regarding all phases of forestry work and the practice of forestry throughout the region are under the direction of the district forester. The boundaries of National Forest districts are determined mainly by regional factors and only to a slight extent by the capacity of the district forester to spread his supervision over more or fewer Forests.

The district forester and his staff can not have such close knowledge or control of activities in the district as the supervisor has of his Forest. The district forester depends much less upon direct control; he relies much more upon placing responsibility on carefully selected supervisors and assistant district foresters who are personally accountable to him for results; he must also check and control the effectiveness of the practices which must, sooner or later, lead to good or poor results, but which can not be left uncontrolled by the district forester until results are forthcoming.

A district forester is assisted by assistant district foresters in charge of the offices of forest management, grazing, lands, public relations, and operation, and by a district engineer and a fiscal agent, each of whom has such a force of administrative assistants, specialists or clerks or draftsmen as may be required; and where the work warrants it, by officers in charge of research or other special activities.

Assistant district foresters are responsible to the district forester. In dealing with supervisors they derive their authority from two sources. They of course exercise whatever authority they are able to exert by their knowledge of their work, and their qualities of personal leadership. Aside from this, their authority is determined by the extent to which they act as representatives of the district forester.

Only authorized representatives of the district forester will issue instructions on Forests and then only to supervisors or acting supervisors, except in cases of emergency. In such emergency cases the supervisor concerned will be informed immediately by the district officer of the character of such instructions and to whom they were given.

Under direction of the Solicitor of the Department of Agriculture, the district assistants to the Solicitor are the advisors of the district foresters and their assistants on all questions of law arising in the administration of the National Forests. The opinions of the district assistants are binding upon the district foresters except that, in urgent cases, an appeal may be taken through the Forester to the Solicitor.

Qualifications

In addition to demonstrated administrative ability, the district forester should have a broad grasp of both technical forest and range management and should have had extended experience in administrative assignments as district ranger, supervisor, and as an assistant district forester preferably in more than one branch.

Character of the District Forester's Duties

The district forester largely controls tendencies in the development of his district. One of his most important duties is to know in detail the work of a forest officer, and apply what he knows. He must coordinate and control the work of all employees in his district; must see that the best methods are followed; and must set the pace in the maintenance of an efficient personnel and in securing and maintaining cooperation.

It is necessary that the district forester maintain personal relations with and enjoy the cooperation of State officials and leaders in the business and industry of his district. Next to the Forester, the district forester carries the heaviest responsibilities for dealing with the public. He needs to be a specialist in public opinion.

The Forester's Office

Since the head of the Forest Service is directly responsible to the Secretary of Agriculture and Congress, and is dependent upon them for the appropriations, authority and support which is necessary to carry out the work of the Forest Service, the central office of the Service must be in Washington, D. C.

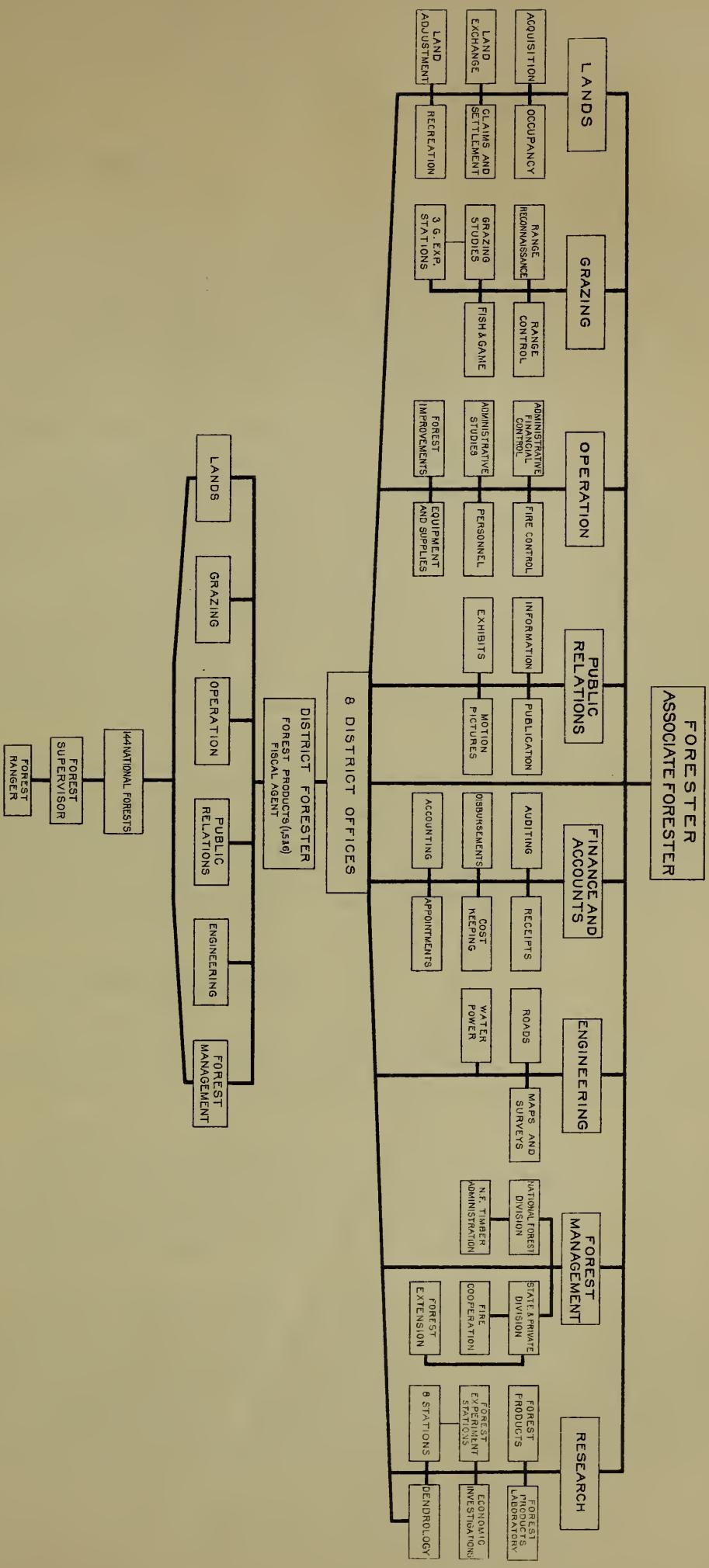
From the Washington office the Forester directs not only the National Forest activities, but such research in forestry and grazing as appropriations permit and also the promotion of forestry throughout the United States.

The Forester's staff consists of the Associate Forester, a chief engineer, a chief of finance and accounts and assistant foresters in charge of the branches of forest management, lands, research, grazing, public relations, and operation, each of whom has a force of assistants. Their authority in the field and in dealing with district foresters is measured by the extent to which they act as representatives of the Forester, together with the authority they derive from their knowledge of their work and their qualities of personal leadership.

Officers of the Washington office when in the field will not issue instructions to officers upon the National Forests, except in cases of grave emergency. In such cases, the district forester concerned will be informed immediately in writing by the administrative officer of the character of such instructions and to whom they were given.

The organization of the Forester's office, together with its relation to field organizations is shown on the following chart.

CHART SHOWING ORGANIZATION OF FOREST SERVICE JULY 1, 1923



Principles of Organization

Decentralization

The Forest Service is organized on a basis of decentralization of authority. As rapidly as policies are stabilized and capacity to handle work demonstrated, one function after another takes its way from the central offices outward in the direction of the last responsible administrative officer. There is a constant search for the degree of delegation of authority which will produce the greatest total output of desired results.

Personal Responsibility and Accountability

The Forest Service is a firm adherent of the principle of personal responsibility and accountability. The importance of initiative, free criticism, free interchange of ideas, group spirit, and group solidarity in thought and action is fully appreciated and these elements in the organization are encouraged; but the Service is built on the theory that along with these things must go clear, direct accountability of some individual for the results produced by the unit for which he is responsible. Accountability must necessarily be accompanied by a corresponding degree of authority.

As the chief of the Service, the Forester is finally responsible to the Secretary, Congress, and public opinion for the work of the Service. It is therefore necessary that the policies determined upon by him have full support from the entire organization. The district forester is in like degree responsible to the Forester, the supervisor to the district forester and the district ranger to the supervisor.

Initiative and Supervision

The nature of the forest officer's work calls for initiative and willingness to assume responsibility, and prohibits the detailed supervision which is characteristic of more compact organizations.

While every employee is subject to control and this control may sometimes be irksome, it is nevertheless the outstanding characteristic of the Forest Service that the average member has less supervision and is more nearly his own boss, than would be true if he were working for a salary in another organization.

Regardless of rank, each member of the Service is expected to contribute to its policies and methods. He not only has this opportunity, but is responsible for doing so. An administrative officer is responsible for ascertaining and representing the views of his subordinates - subject, of course, to his judgment as to their soundness and applicability to the work under his charge.

Functions of Overhead

The essential functions of overhead are:

1. Policy making, together with interpretation and application of policies promulgated by responsible agencies.

2. Leadership, inspiration, discipline, and such control over forest activities as may be necessary to get the best results in National Forest administration.

3. Inspection and collection and digesting of information required for the two foregoing functions only.

4. Such technical or special work and such detailed control as may be necessary to get the best total net results from the resources available in men and money.

While no very detailed statement of the functions of district office overhead can be made, it is important to emphasize the fact that overhead is desirable or undesirable strictly in accordance with its actual accomplishment of desired results on the National Forests and in other fundamental activities of the Service, outside of the National Forests.

Every effort should be made to spend the largest possible proportion of appropriations directly in result-producing work. Paper work, procedure, systems of control, reserves of time or men available for taking up new work, all need constant scrutiny in order to enable the district forester to avoid the danger of increasing overhead above the minimum required.

Objectives may be set up in a clear, simple way, and the degree of attainment of those objectives by forest officers measured by simple records of results accomplished. With proper emphasis upon responsibility and accountability, under this method, a large range of work and a large number of men can be effectively supervised by a very small central office force. Administrative control should be sought by these means rather than by collecting and digesting large amounts of data and overhauling everything a subordinate has done in order to review and correct each detail.

Small overhead in a district office should be sought by (1) having work done by Forest forces, rather than district office specialists; (2) making inspections primarily to determine the efficiency of the men and translating everything found into those terms; (3) use of the sample plot method of inspection rather than completely overhauling a subordinate's work; (4) demanding that responsible administrators produce results up to a reasonable standard, or give way to other men.

Service Meetings and Service Bulletin

As a means of exchanging ideas and promoting unity of thought, Service meetings are held at regular intervals in Washington and in district headquarters. Minutes of Washington Service meetings are sent to all district foresters and supervisors.

A Service bulletin is published in Washington, weekly; and most district offices issue a similar district publication. The contents are confidential.

Meetings

Meetings of forest officers are an important means of disseminating a working knowledge of new subjects and are very important in developing mutual understanding among Forest officers. Approval of the Forester will not be required for the holding of meetings of Forest officers, but he will hold the district forester responsible for seeing to it that no meeting is held in his district which does not clearly justify the expense of holding it, including the time of men attending.

ADMINISTRATION

Definitions

Certain terms used in connection with administrative purposes and plans need to be defined.

An objective is the object or purpose toward which effort is directed. An objective may be a broad purpose such as revegetation of a range or any of the major purposes discussed on the first page of this section of the Manual or an intermediate purpose such as prevention of trespass. Items of work which are merely specific actions, tasks or duties to be performed toward the accomplishment of objectives are called jobs.

The word activity is used to designate lines of work such as those used for cost keeping purposes.

A job is a specific detailed action, task or duty to be performed. A thing to be accomplished may be either an objective or a job according to the way it is thought about by the person responsible for making the effort. A job is the thing immediately to be done expressed in the terms a man uses when he thinks in detail of the way he is going to use his time and effort.

The word plan is used to designate any systematic collection and arrangement of data and jobs, and the working out of definite measures or courses of action which are to be followed in accomplish-

ing stated objectives. The formulation of a plan includes the making of such arrangements that all equipment, material, and labor will be available when the work planned is undertaken.

Resource plans deal technically with National Forest resources and undertake to prescribe the form of management or control which will be followed in making the resource yield the desired results.

Work plans deal with the use of time both in carrying out resource plans and in accomplishing work not covered by a resource plan. Work plans in their tangible form, ordinarily consist chiefly of lists of jobs, although the thinking out of just how each job is to be accomplished is an essential part of work plans and such thought on the methods and facilities to be used, frequently must be reduced to writing. Work plans may be made either for administrative units or for individual forest officers.

Activity Priorities

The first obligation resting upon the Forest Service is to protect the resources which the National Forests contain and the productivity of their soil. The second obligation is to develop and extend the use of National Forest land and resources to the fullest extent consistent with their sustained productivity.

While no set of priorities can be given which will determine just how complete should be the accomplishment of one objective before effort may be applied to relatively lower ones, the following list of activities given in the order of their importance will indicate the preferences which should be given to the various lines of work.

1. Protection from fire.

2. Protection from other natural destructive agencies like insects, to the extent that they are serious and that it is possible for the Service to organize and conduct effective work.

3. Administration of current use of timber and forage with a view to maintaining and, if possible, increasing the production from these resources.

Efficient administration of current timber sales and other cuttings, as a matter of general policy, must be given preference over other forms of use because the primary purpose in the establishment of the National Forests is the production of timber and the protection of watersheds. The Service must, however, work consistently for an organization of men and a use of time which will provide equally effective administration of grazing wherever it is sufficiently intensive to involve the permanent productivity of the ranges. The administration of grazing so as to prevent or reduce to a minimum injury

to forest production, is an obligation ranking in importance with the administration of the timber use itself.

The Service must recognize a definite obligation to provide for the needs of established Forest users and of local residents and industries, as subordinate in priority only to the protection of the resources and productive capacity of the land.

It is obviously impossible to settle questions of priority by general regulations. They must be determined for each Forest, or indeed each ranger district, in consideration of the sum total of its jobs and its specific conditions. The broad policy outlined will guide the formulation of objectives and work plans for the forests and ranger districts. Careful planning in the light of local conditions furnishes the only effective solution of the question of priorities.

Objectives

To accomplish the major purposes of National Forest administration most effectively the intermediate objectives leading to such accomplishment need to be carefully defined.

Every effort, whether it is a major activity or merely a day's work, will benefit if, before the effort is made, its objective is defined as clearly as possible.

It is not enough that objectives be defined in advance; objectives need continual reexamination and revision in order to keep them up-to-date.

Not only should objectives be defined and revised as needed but they should be borne constantly in mind as work is carried on. Nothing can give better guidance in the uncertainty and stress of work than to remember just what one is after - just what it is that is to be accomplished.

Work Plans

Each administrative unit and each individual administrative officer needs the help of a simple work plan in order to accomplish the most with the time, money, and opportunities available. The work plan is a master plan which will coordinate the resource plans by a specific allotment of time, equipment, etc., to the various jobs which must be performed. They need not be elaborate. Their value does not lie in the way they are expressed on paper, but in the kind of thought and judgment that goes into them, and in the extent to which they are carried out.

Well made work plans enable a man to be sure that he is devoting a proper proportion of his efforts to his most important duties.

The essentials of work plans are:

1. Lists of jobs (not activities) selected as far as practicable, according to their priority.
2. Thinking out in advance just how each job is to be accomplished and seeing to it that everything is ready when the time comes.
3. Fixing of definite responsibility for each job on a specified employee.
4. Fixing of a definite time for the completion of each job which can be completed during the period covered by the plan.
5. Careful grouping of jobs and adjustment of jobs to each other and to seasonal conditions, so that the best balance of work and the largest total output will result.
6. Follow up, checking accomplishment against plan.

Standards

A standard is a test, a measure, a rule or a reasonably attainable quantity or quality of performance. Standards take numerous forms and may be found as minimum requirements, maximum limits, working averages, approved practice, or frequency standards. Because standards may take all these different forms, it is necessary to state in connection with each one set up just what form of standard it is.

Standards are either working standards or desired standards depending on whether they are the best that can be attained under the present limits of time, money and other conditions or whether they are regarded as adequate to produce the desired results.

A working standard is an attainable measure of performance, adopted after consideration of all the factors which limit performance. A working standard may be identical with what is regarded as adequate to accomplish the results sought or may be less than what is adequate because available time, money and other conditions do not permit an adequate degree of performance. Where working standards have to be fixed at something less than an adequate degree of performance the reduction from adequate performance should be confined to those activities of lower priority.

A desired standard is a measure of performance or accomplishment which is regarded as adequate to produce the results desired.

The fixing of standards has an important use in bringing out inconsistencies in intensiveness of administration. If desired

standards and working standards can be made to coincide in one region but not in another, an analysis may show discrepancies in allotments of men and money which would have otherwise remained undiscovered. If desired standards for performance of work or the condition of resources, fixed for different regions, do not seem properly correlated an investigation may show an error of judgment in one region as to what is sufficient to accomplish the desired results. The fixing of standards helps in discovering and correcting such errors.

Standards should be so fixed that each job will be done at the time and place, by the method, and with the equipment which has been found to yield the greatest results for the least effort.

Much time must necessarily elapse before standards applicable to the conditions and operations in the Forest Service can be developed to the desired point. To develop standards requires hard work and experiment. It is important first to get a working knowledge of the relation of standards to the attainment of the objectives of the Forest Service; and second, to push as rapidly as possible the working out of the best conditions and operations and the expression of them in the form of standards.

Standards of work must first of all be closely adjusted to the individual job. General standards can seldom be applied locally without modifications; and general standards when used at all should grow out of the standards developed to fit the individual ranger districts and Forests.

In the process of developing the best in conditions and operations and also in setting these things up into formal standards each forest officer has an opportunity to render important service by developing the standards adapted to his work.

The essentials in working out standards for each job or administrative unit are as follows:

1. Determine the results to be sought.
2. List the steps or jobs necessary to their accomplishment.
3. Work out for each step or job, the standards as to quality, quantity, conditions, and methods which will best promote the accomplishment of the desired results.

Every administrative officer will be expected to make steady progress in the development of standards for the work for which he is responsible. Work plans should show in concise form or contain a reference to the working standards adopted for the various jobs or groups of jobs covered by the plans. As rapidly as desired

standards are formulated, they should be clearly expressed, either in the work plans themselves or in some form for ready reference in preparing work plans.

Good and Bad Practice in National
Forest Administration

Supervisor's Practice - Good

To remember that National Forest administration is not a fixed and settled thing; that methods must necessarily change and develop; and that it is necessary to embrace every opportunity to learn from others within or outside the Service.

To plan every trip with a definite purpose or purposes in mind.

To use system in lining up jobs to be done on each trip and in arranging an itinerary.

To get out on the job with the ranger to the extent that may be necessary to acquire first-hand information and experience in the work the ranger has to do.

To employ less men if necessary in order to avoid lack of funds for essential travel by field workers.

To make it a habit to make and use lists - lists of things to take up with rangers; lists of things to be done upon returning to the office; lists of things to be done when time permits.

To adapt methods of supervision to the experience and ability of the individual rangers.

In trips of supervision and inspection to avoid unnecessary interference with a district ranger's work and schedules by seeking opportunities to make such trips conform to the district ranger's plan. This applies equally to inspection trips by other officers as well as supervisors.

To strike a happy medium between the two extremes of dealing with the district ranger as a little supervisor and dealing with him as a laborer to whom only orders are given.

To know at all times what his rangers are doing and how.

To know at all times how the actual work of his rangers compares with what it should be.

To seek constantly new ways for bringing the planning and use of time and the methods of each ranger up to the best each man is capable of rendering.

To avoid giving orders when the employee may be expected to see and do the necessary thing without orders.

To give instructions explicit enough to get things done as they should be whenever orders are necessary to avoid mistakes or poor use of time by subordinates.

Ranger's Practice - Good

To keep lists of jobs to be done noting each piece of work promptly when attention is called to it.

To make work plans take the form of plans for trips to be made at times appropriate for the region concerned.

To extract from lists of jobs to be done, those which are ready for action at the time of a trip into a region and make a clean sweep of those jobs while on the trip.

To see to it that equipment, forms, information, etc., which will be needed in handling the jobs listed for a given trip are procured before starting out.

To stay with a job or a trip until it is completed thus avoiding a later return to finish uncompleted work.

To take time to collect information as to the location of corners and land lines when traveling. This is particularly important in the vicinity of timber or other operations on private lands.

To give preference, when in doubt, to horse transportation as against automobile transportation over the district.

To cut across country and get away from trails and roads when traveling afoot or on horseback in order to secure increased knowledge of resources and what is going on in the woods.

To make trips when time permits, into regions which do not have to be visited on regular business, in order to become familiar with all parts of the district.

To designate regular days at which to visit central points where there is a considerable volume of business to transact with Forest users, thus avoiding demoralization of work by special trips to take care of special requests.

To get users in the habit of foreseeing their needs and making requests for permits, etc., at the time of regular visits to central points.

To gradually extend the interval between visits to central points until only a proper proportion of time is given to this form of service.

To go equipped with necessary camp outfit so that as jobs turn up on a trip it will be possible to complete them.

Ranger's Practice - Bad

To stay at headquarters on account of fire danger when a dispatcher is also held at some central point to start necessary action when fires are reported.

To get too far out of communication during the fire season when it may be desirable to go to a fire on which action has been started.

To use an automobile for personal transportation when the work could be done with horses and information incidentally collected regarding resources and uses of the forest which can not be seen from roads.

To fail to make promptly, records which may be needed later, of things seen and done.

To make a trip into a region or to a job without finishing up the work to be done.

To neglect to make systematic trips for the purpose of becoming familiar with parts of the district in which no business ordinarily has to be handled.

To do office, headquarters, improvement or any other work during the active field season when such work could be done reasonably well if postponed until the winter season, and when the field season time can be used on administrative work of higher priority.

To perform manual labor on improvement work when essential administrative work has to be postponed.

To fail to do manual labor on improvement work or to take charge of improvement crews when no essential administrative work will have to be neglected.

To permit agreements with timber sale operators or other users to require visits more frequently than called for by the standard practice for the region.

Progressive Travel

Progressive travel is necessary for the best use of time and is required of all officers of the Service regardless of the form of transportation used. Progressive travel is particularly important when transportation is by automobile because the relative ease with which distance is covered in an automobile, tends to obscure the wastes which occur if travel is not systematized. The essential features of progressive travel are:

1. Lists of all jobs to be done, both regular and special, kept in such a way that when a trip is planned to any part of an administrative unit, all jobs to be done which lie in that direction will come up for attention and the route to be followed determined accordingly.
2. Within the limits of practicability, complete equipment and necessary forms for the work planned and the jobs which may arise, to be procured in advance and taken on the trip.
3. A clean sweep as far as practicable of all the work to be done in the region visited. Go from headquarters to the nearest job in the direction taken thence to the next job, and thus zigzag from job to job until a round is completed over the whole administrative unit or a logical division of the unit. This orderly sequence of jobs and the completion of each job before going to the next is the most important feature of progressive travel. Where efficient use of the time of a forest officer requires it, he should be prepared to camp where night overtakes him instead of using time and energy going to and from headquarters or some distant stopping place. This means that a pack horse is usually necessary in progressive horse travel even though the camping equipment is used infrequently.
4. While on a trip go to see every user and visit every place within reason where service or work may be needed before the next regular trip. This practice leads users to make their wants known when a forest officer is at hand instead of making emergency demands for service at a later date when wasteful special "out and back" trips must be made.

Different things will interfere with, or at times prevent, progressive travel. No regrets need be wasted on the time when adherence to the principles of progressive travel is impracticable; attention should be concentrated on the difficulties or customs which merely seem to prevent the practice and which a reasonable amount of determination will remove.

Importance of Good Tools and Equipment

Good forest administration is possible only with good equipment, but good equipment is of little avail unless skill and care are put into its maintenance and use.

It is the policy of the Service as rapidly as funds permit to equip all Forests with good stations and other buildings, good tools, and good telephone lines and trails. It is realized that all of these are urgently needed, but the difficulty of securing the requisite funds often forces the acceptance of inequalities in the rate at which they can be supplied.

The Service expects its members to equip themselves with good horses and saddlery, good camp and personal outfits, and uniforms.

In all these, a workmanlike desire for the best possible methods of upkeep and the highest attainable skill in use, is to be encouraged in all forest officers.

Maintenance of Quarters

The forest officer in immediate charge of buildings used by the Service will be held responsible for the neatness, sanitary condition, and repair in which the buildings and grounds are kept.

Display of Advertising Matter in Ranger's offices

The instructions in the departmental regulations prohibiting the display of advertising matter in offices apply to Rangers' as well as other offices of the Forest Service.

Inspection and Follow-up

Purpose of Inspection

The purposes of inspection are:

1. To discover and determine the extent and character of plans made, accomplishment in relation to definite objectives, and the methods and policies employed.
2. To secure the stimulus of personal contact and personal instruction.

Character of Inspection

Inspection should be made in accordance with a coordinated plan which shows where inspections are to be made, when they will

be made, what information is to be secured, and by whom. The use of detailed notebook forms or outlines for inspection is approved. These should aim to secure:

- a. Thoroughness of inspection.
- b. Sufficient uniformity for purposes of comparison.
- c. Decrease of paper work in inspection reports.
- d. Record of satisfactory as well as unsatisfactory work.
- e. Easy and adequate follow-up.

These notebook forms and outlines do not necessarily have to be printed. Each man can make his own form. The drawing up of such forms as needed will facilitate the development of inspection practice by making it easy to try out new ideas.

A steady development, year by year, of inspection standards should be one of the accomplishments of each officer responsible for an administrative unit. Inspection outlines should be reviewed or revised at least once a year, to keep them up to date on quality, technique, and in the matter of relative emphasis on different activities or different phases of the same activity. The constant change and growth in the policies of the Service makes frequent revision necessary in order to keep outlines from becoming obsolete. These outlines should be the authoritative expression from the responsible officer as to what is essential in Forest Service activities and where emphasis should be placed.

The practice of making detailed diary analyses is an effective way of getting at the facts as to the use of time and of providing the necessary starting point for better methods and results.

Inspection, to be effective in remedial measures, must be frank. Both good and bad work must be freely and equally discussed on the ground with the officers responsible. As a general rule, nothing should go into the written record which has not been so discussed.

Frequency of Inspection

The stimulus afforded by constructive inspection should not be the result of an irregular series of punches, but of a steadily recurring, helpful pressure. To this end inspection must be frequent. Frequency standards of inspection should be worked out for ranger districts, Forests and National Forest districts.

In order to accomplish proper frequency of inspection and to make the most of each inspector's time, it is approved practice to train and use for the inspection of all lines of work, all men working from Washington, district, and supervisors offices, to the fullest extent to which each man is qualified.

Copy of Inspection Report to Officer Inspected

Reports will be transmitted to the officer inspected and, in the discretion of the inspector, such portions of reports as will be beneficial to other officers will be transmitted to them.

Follow-Up

The impetus given by inspections must be maintained by systematic follow-up in succeeding inspections. Only in this way can the effectiveness of progress through inspection be determined.

Follow-up will be greatly facilitated by the use of the notebook inspection forms and by similar simplifications.

Administrative Audit

All records and administrative and financial business should be checked in each supervisor's office at least once every three years. This work may be done by using qualified men from the district office during the winter season, or a man of the ability and experience of an executive assistant may be assigned to this study, together with the breaking in of new forest clerks and relief clerks in supervisors' offices.

Diaries

Every officer is required to keep a diary while in the field. Rangers are required to keep a diary both when in the field and when in the office. The diary constitutes an official record of the purposes, movements, and action or results of each day's work. It should be written before the close of each day. Supervisory officers and inspectors are urged to read diary records and discuss them with the men concerned.

Transfer of Forest and Ranger District Headquarters

Moving of ranger district headquarters must be approved by the district forester, and moving of Forest headquarters, by the Forester. When a move of Forest headquarters is first seriously considered, the Forester should be written for approval, and he should be kept informed of all further developments, reasons for the move, etc. Absence of such information puts the Service at a disadvantage when local interests protest moves regarding which the Forester's office is not fully informed.

Similar procedure should be followed between supervisors and district foresters when a move of ranger district headquarters is contemplated.

The district forester will decide whether a proposed move should be announced and discussed with any interested groups before taking final steps, such as the cancellation of old leases and making arrangements for new quarters. The Forest Service has the undoubted right to determine where its offices shall be located, but no move should be made which can not stand the test of advance publicity.

Administrative Guides

It is intended that the administrative section of the manual should be confined to statements of policy, procedure, and instructions for which there is a clear need from a general Service standpoint. This leaves a large field of rather frequently changing detailed instructions on matters of district policy or procedure. To meet these district needs by circular letters, except temporarily, is ineffective and confusing. The most satisfactory solution is a district administrative guide or handbook.

Personal Correspondence Regarding Official Matters

Warm personal relations and mutual confidence between individuals in the Forest Service is one of our great assets, and is a thing to be encouraged. It is inevitable that where such relations exist the personal correspondence between the men concerned will often take on a semiofficial nature, and this is not to be condemned if kept within limits. This habit may, however, grow to extremes and produce undesirable complications. The following principles are laid down as a guide in keeping personal correspondence from usurping functions which belong to official correspondence only.

1. Any letter intended to serve as a report upon official work or as instructions regarding official work, or any letter which by reason of the information it conveys should be part of the Forest Service record in any matter or transaction, and available in the subsequent review or inspection of that record, should bear an official designation and be directed to the proper officer or office of the Forest Service.
2. Correspondence to ascertain the attitude of an employee toward a transfer to another assignment should be official correspondence, directed through the usual channels to the officer concerned or to his superior officer. There is no objection to personal correspondence regarding transfers after the matter has been definitely taken up through the proper units of the organization.
3. Letters setting dates or making arrangements for conferences or inspections should be official and addressed to the head of the Service unit concerned.

4. Because a letter is confidential in the sense that it should be protected from general distribution or publicity, or because it is desirable that it be read, by a particular individual rather than by some one who may be acting in his capacity for the time being, is not a reason for making it personal. Such letters, if coming within the classes above indicated, should be officially designated but may be marked "confidential" on the first page and on the envelope, or, "For the attention of Mr. Blank," or "To be opened by Mr. Blank only."

Official Correspondence

Signatures

The following classes of correspondence will be signed by the Forester or Acting Forester:

Letters to the Secretary of Agriculture or members of his office; letters to the Chiefs of other bureaus and to the Chief Clerk of the Department; letters involving matters of policy affecting the Service as a whole; letters which in the judgment of the assistant foresters are of sufficient importance to require the signature of the Forester; and letters making allotments to branches and districts.

The following classes of correspondence will be signed by the district forester or acting district forester:

Letters to the Forester; letters to other district foresters and Madison Laboratory; letters to officers of the executive departments who are not in Washington; letters to agencies and representatives of the States included in the National Forest district, except routine correspondence in connection with cooperative projects. District foresters may authorize their chiefs of finance and accounts to sign certain classes of routine correspondence with the Forester, on fiscal matters, as acting district forester..

Letters signed by an acting district forester or an acting forest supervisor will be signed in the following form:

HENRY MOORE, District Forester, (or Forest Supervisor)

By JAMES ELLIS, Acting.

Promptness in Handling Correspondence

Neglect or delay in handling correspondence slows down the flow of work and may easily kill confidence and good will. Keeping correspondence up to date is more a matter of habit than anything else. Except in rangers' offices, the rule should be that

not later than the third day after the day of its receipt, every letter, whether from within or outside the Service, should be answered or definite action looking to an answer should be started. If more than a few days will elapse before an answer to a letter can be completed, an acknowledgment should be made and the writer assured that his communication will be answered by a specified later date, unless the nature of the subject makes such an acknowledgment unnecessary.

Keeping Correspondence at a Minimum

All short cuts which do not cause more trouble than they do good are encouraged. It is approved practice to refer correspondence by stamp; to return a letter of which no copy need be retained with the necessary reply written in longhand on the bottom; to reply by telephone; and to provide a space for approval and date and send a carbon with letters requesting approval of contemplated action.

Identification of Material Mailed Separately from Letters

When it is necessary to mail under separate cover maps or publications referred to in correspondence, a slip of paper bearing the designation and date of the letter written will be attached to the material. In case such material is mailed without a letter of transmittal, it must in every case be accompanied by a slip of paper bearing the key initials of the branch or office in Washington or the office or section in the district office for which it is intended.

Filing

The files will be maintained upon a subjective classification arranged on a self-indexing basis.

The complete subjective classification, with illustrations of the subject designations to be used in the Washington, district, and supervisors' offices, is given in a mimeographed circular headed "Subjects, designations and filing system." This classification is standard for the Forest Service.

As a safeguard against the failure of authors to date maps, statements, or memorandums prepared in the Forest Service, file clerks must see to it that no paper without date and initialing or signature is filed.

Transferring Files

Correspondence will not be permitted to accumulate unnecessarily in current filing equipment, but will be transferred at suitable intervals to wooden transfer units of the same size as the

drawers used for the current files. The series of guides and sub-guides in the current and closed files will be identical. Each folder containing files to be transferred will be marked with the filing designation and the period covered, and placed behind the appropriate guide or subguide with the folders arranged chronologically from back to front.

Transfer units should be plainly labeled to indicate their contents.

Destruction of Useless Files

In accordance with general permission received from the Secretary of Agriculture, the district foresters have authority to destroy correspondence, documents, records, and other official papers of certain classes on file in the district offices which are not less than three years old and which have no permanent or historical value, and to provide for the destruction of official papers of these classes on file in the offices of Forest supervisors and at ranger stations in their respective districts. This practice is therefore to be regarded as part of the regular program of transferring the files.

Complete instructions, including a schedule of file subjects and the specific method of disposing of the material filed under each of them, are furnished in the mimeographed circular, "Destruction of Useless Files," issued March 15, 1918.

Correspondence Between Supervisors and the Forester or The Property Assistant

Supervisors may correspond directly with the Forester in routine matters regarding photographic work. For instructions regarding correspondence with the Property Assistant see pages 41 and 42.

Form of Correspondence for Washington and District Offices

For instructions regarding the preparation of letters for Secretary's signature see regulations of the Department.

Spacing. All letters will be double spaced when not more than one page is required for the letter, but will be single spaced when the letter is more than one page in length.

Margins. Letters of not less than one full page should have a margin of approximately one inch at each side of the page. When a letter occupies less than one full page the margins should be such as to give it a symmetrical appearance.

Numbering and Initialing Pages. The pages of all letters and documents except those of only one page, will be numbered at the bottom of the page in the middle. To give space for the number, the last line on the page should be at least three quarters of an inch from the bottom. When a letter requires more than one page, all pages except the first will bear the initials of the person addressed, on the left side on a separate line at the top, triple spaced above the body of the letter.

Paper. Correspondence and final reports will be written on white paper, and all memorandums and scratch copies, even though typewritten, on yellow paper.

Date. The date should be half an inch below the lowest printed line on the letterhead. The month should not be abbreviated. Figures alone should be used for the day, as "March 30."

Letters prepared for the Secretary's signature should not be dated. The dates will be inserted by the Secretary's File Room prior to the return of the letters to the Forest Service.

Address. The name and address should be double spaced when it requires but two lines, and single spaced if more than two.

Special care will be taken to prefix the correct title either official or honorary.

Ordinarily Government officials, including officers of the Forest Service, will be addressed by their official titles only. The titles will be omitted from letters written to members of the Service by name.

Salutation. "Dear Sir" should be ordinarily used unless the letter answered has a more intimate form of salutation. Only in very formal letters should "Sir" be used. Titles should be written out.

Complimentary Close. With "Sir" use "Very Respectfully"; with "Dear Sir", "Very truly yours"; with "Dear Mr. ____" or "My dear Mr. ____", "Very sincerely yours."

Form of Acknowledgment - Reference to Key

Initial. For acknowledgments or replies to the public, the initial sentence should usually be in this form: "Your letter of March 30 is received". In correspondence between the various offices of the Service reference should also be made to the key initials on the letter answered, including the case or subject designation if its designation differs from the one to be used in reply.

Punctuation. It should be borne in mind that the purpose of punctuation is a clear understanding of the text by the reader. Too little punctuation is almost as bad as too much.

Telegrams. Numbers should be expressed in words. Ordinal numbers should not be abbreviated.

The following style of address should be used in all official telegrams:

To Washington office:

Forest Service, Washington, D. C.

To District Offices:

Forest Service, San Francisco, Calif.

To Madison Laboratory:

Forest Service, Madison, Wis.

To Property Assistant:

Haynie, Forest Service, Ogden, Utah.

To Supervisors:

Forest Service, Prescott, Ariz.

*In telegrams only the first word of the message and proper names will be capitalized and punctuation including words indicating punctuation in the body of the message will not be used except to indicate quotations, and to indicate a period when such action is necessary to make sure that the meaning of the telegram will be clear.

The Forest Badge

The Forest officer is supplied with a badge which serves as evidence of his authority as an officer of the Forest Service. It should be worn just above the position of the left breast shirt pocket, or in the corresponding position on the vest when one is worn. Every precaution must be taken against the loss of badges

*Where a Forest supervisor is located in the same town with a district forester but is in a separate building he should be addressed.

Forest Service

(Last name of Supervisor)

(Name of town and state)

or their possession by persons not authorized to wear them. Broken or worn-out badges should be returned to the Property Assistant for repair or replacement.

The following conditions should govern in the wearing of the small and large badges.

1. The small badge is furnished primarily as an optional feature of the standard uniform, and as such should be worn on the left side at the lower seam of the yoke of the uniform coat. The small badge may also be worn on other garments than uniform coats.

2. The large badge is more appropriate for field use and will be worn on field shirts of employees on field duty.

3. The small badge is available for wear by the women employees who desire to do so; and this use should be encouraged.

Use of Flag

The regular use of the National colors is desired and expected at all but the smallest and most temporary camps, and is required during business hours at all ranger, Forest, and district headquarters. All headquarters must be provided with suitable facilities for flying the flag. When at half-staff the flag is lowered only the width of the flag itself from the top of the staff. Worn and soiled flags should be used during stormy weather only, and when no longer presentable should be promptly condemned and destroyed. The flag should not be left flying at night. All power launches when in commission either while under way or in port must fly the flag at the stern.

The use of the Forest Service flag at stations, camps and on launches is encouraged.

Various sizes of flags may be had on requisition.

Field Printing

No field printing will be done wholly or in part at Government expense unless authorized by the Joint Committee on Printing. The authority for such printing must be obtained in advance through the Washington office.

Binding can be performed only by the Government Printing Office, since such work can not be classed as emergency. The term "binding" does not apply to the stapling together of mimeograph sheets, such as the Service Bulletin, conference reports, and similar matter.

Advertising

Annual letters of authorization from the Forester to the district foresters and from the district foresters to supervisors will contain authority to publish such advertisements as may be necessary in such newspapers as will best serve the interests of the work in hand. Special letters requesting authority to advertise in specific newspapers are not necessary.

Service Directory

Semiannually a directory is issued for the exclusive use of members of the Service and cooperating bureaus. Names and addresses of men in charge of principal administrative units are given. Names and assignments of principal assistants to officers in charge of administrative units other than ranger districts are also given.

Uniforms

REG. A-1. FOREST OFFICERS AND EMPLOYEES ASSIGNED TO FIELD DUTY MAY BE REQUIRED, UNDER SUCH CONDITIONS AS THE FORESTER MAY PRESCRIBE, TO FURNISH AT THEIR OWN EXPENSE CLOTHING OF STANDARD DESIGNS AND MATERIALS FOR THEIR PERSONAL USE IN THE PERFORMANCE OF OFFICIAL DUTY.

SPECIFICATIONS FOR STANDARD FOREST SERVICE UNIFORM

Color.--Forestry green.

Fabric.--Unfinished worsted, weight 13, 16, 18, or 20 oz. Serge, weight 12, 14 or 16 oz. Whipcord, weight 16 or 18 oz. Cotton khaki. Unfinished worsted standard grade stamped "Forestry," manufactured by American Woolen Company. Standard grade whipcord manufactured by Louis Walther's Manufacturing Company.

Coat

Modified Norfolk.--Three button, single breasted, notched collar, semi-form fitting, yoke on back and front, belt at natural waist line stitched on and bottom button in center of belt. Box plait 1-3/4 inch wide on each front extending from bottom of yoke to top edge of belt. Box plait 2 inches wide in center of back extending from bottom of yoke to top edge of belt. Vent in back extending up to belt. Two side patch pockets, 3 inches wide and 9 inches deep, fitted with flaps rounded at corners, 3 inches deep in center and secured with hole and button. Inside pocket right breast. Outside pocket left breast, opening under plait. Coat may be one-quarter lined or full lined. Body lining to be of good quality, durable Italian cloth or serge of proper shade. Sleeve linings, canvas, and other trimmings to be of good quality.

Optional Features.--Two box plaits in back. Four button style with loose belt. Full lining. Special shoulder padding. Back without vent.

Breeches

To be cut medium or full in thighs, laced in side seam from about 2 inches below the knee to the bottom. Knee strapping of buckskin, or same material as breeches, to extend well over the knee cap and far enough above and below the knee to give ample protection. Two front top pockets; two hip and one watch front pockets with hole and button. Hip pockets with flap to button. Six belt loops to engage 1-1/2 inch belt, or side tunnels with one loop at front end of each front pocket and one loop 1-1/2 inches down from top of seat seam. Fly and suspender buttons of ivory, suspender buttons on inside. Pockets to be made of good durable pocketing, other trimmings to be of good quality.

Trousers

Straight cut without cuffs. Two side, two hip, and one watch pocket. Hip pockets with flap to button. Six belt loops to engage 1-1/2 inch belt or side tunnels with one loop on each front and one loop 1-1/2 inches down from top of edge of seat seam. Fly and suspender buttons of ivory. Suspender buttons on inside. Pockets to be made of good durable pocketing, other trimmings to be of good quality.

Buttons

Vegetable ivory buttons bearing pine tree design and legend as approved by the Forest Service. Color to harmonize with uniform. Standard buttons manufactured by Waterbury Button Company.

Hat

Color.--Gray (Belgian Belly).

Quality.--Nutria or better.

Style.--Western low sombrero or soft Stetson. Height of crown and width and style of brim, optional with wearer.

Puttees

Color.--Dark tan.

Material.--Pig skin or cowhide.

Spiral Puttees

Color.--Forestry green preferred.

Fabric.--Woven woolen cloth, cordovan, etc.

Style.--Men's army style spiral puttees.

Shirt

Color.--Forestry green or olive drab.
Fabric.--Flannel, khaki, or other material harmonizing with uniform.

Style.--Soft, flat or band collar with links, two large button-down pockets. Forest Service Buttons. White shirt with soft or stiff collar optional.

Necktie

Color.--Black or dark green.
Fabric.--Optional.
Style.--Optional.

For Optional Wear

Vest

Color.--Forestry green.
Fabric.--Unfinished worsted, weight 13, 16, 18, or 20 oz. Serge, weight 12, 14, or 16 oz. Whipcord, weight 16 or 18 oz. Cotton khaki.

Style.--Single breasted, high cut style, 4 outside pockets, 1 inside pocket, right breast, Forest Service buttons.

Cruising Coat

Commonly worn in the Northwest. Patented coat is obtainable in 16 ounce forestry fabric from the manufacturer C. C. Filson Company, 1011 First Avenue, Seattle, Washington. A similar garment at a more reasonable price is manufactured by the Oregon City Woolen Mills of Oregon City, Oregon.

Khaki Cruisers Shirt

High Topped Shoes or Riding Boots

In lieu of puttees or spirals.

Mackinaw Coat

Color.--Forestry green.

Fabric.--Heavy mackinaw worsted.

Style.--Subject to modification by manufacturers or in accordance with personal preference. Cut flush at neck; 4 button, double breasted; 2 side pockets 3 inches wide and 9 inches deep, fitted with round corner button flaps 3 inches deep at center; inside pocket right breast; 3 inch belt with two buttons held by three belt loops; Forest Service Buttons.

Cap

Color.--Forestry green.

Fabric.--Heavy worsted.

Style.--English army officers fatigue cap, or golf cap, scant fullness, flexible leather visor.

Acceptance of Official Payments by Forest Officers

Paragraph 12 of the Fiscal Regulations prohibits Forest officers, other than bonded fiscal agents, from receiving money or remittances of any character for the account of the United States, unless specifically authorized by the Secretary in writing. The Departmental regulations are in no wise intended to prohibit rangers and others from fully cooperating with forest users in the matter of the payment of forest fees. Should it appear to the best interest of the Service in special cases or in certain localities, as well as an accommodation to the user, for rangers and others to accept for transmission to the designated fiscal agent drafts, money orders, etc., when drawn in proper form, such officers are authorized to proceed accordingly with the approval of the supervisor; but this practice must be very closely guarded and checked. In cases of this character the rangers act merely as transmittal officers, rather than as fiscal officers "receiving moneys for the account of the United States." Under no circumstances, however, will rangers or other forest officers receive money due the Government, other than as transmittal officers, unless authorized in advance by the Secretary.

Simplification of Routine Office and Field Work

Simplification of routine office and field work is recognized as a project to which all members of the Service should devote attention in connection with their regular work. Each branch chief is responsible in his own field and the Associate Forester is responsible for correlation and follow-up.

Each branch chief will be required to get the approval of the Associate Forester for any rejection of a recommendation by a district forester for simplification or elimination of work; also to get his assent to any material delay necessary in handling any such recommendation. It will be the responsibility of the Associate Forester to see to it that no opportunity for desirable simplification is lost.

Every request for new or special reports or for new work not covered by an approved program of work, will be signed by the Associate Forester or Acting Forester and it will be his responsibility to make sure that no new work or reports are required unless clearly justified in the face of other demands on the time of the organization, or unless required by other Governmental agencies. No reports

will be called for if the needs can be reasonably met from other reports which have been or will be submitted. The form and extent of reports will be limited to what will satisfy the essentials of approved needs for information. This procedure does not apply to requests for information or reports on case work which are a part of the routine of a branch.

Equipment

In this portion of the Manual are given existing policies and instructions governing the purchase and distribution of standard articles of equipment and supplies with particular reference to the functions of the Ogden Supply Depot. Important instructions regarding use of equipment and supplies are also included.

A supply depot is maintained at Washington for District 7, and the Washington office. The following policies and instructions regarding the Ogden Supply Depot will be observed at the Washington Depot with such variations as the difference in circumstances requires.

A list of certain important standard articles of equipment is given in the mimeographed "Equipment Circular" which includes detailed specifications in so far as experience has shown the publication of such specifications to be desirable. Lists designated by number will be issued from time to time for use of requisitioning officers in obtaining equipment and supplies from the Ogden Depot.

Ogden Supply Depot - Its Functions

The Ogden Supply Depot is under the management of the Property Assistant and Purchasing Agent, who has five general functions as follows:

- (1) To buy centrally, standard supplies and equipment which are in common use, to the extent that experience proves that such central purchase makes for economy of time, effort and money;
- (2) Allotments permitting, to maintain an adequate stock of standard articles of equipment and supplies subject to requisition as needed by the various organizations of the Service;
- (3) To determine actual needs as far as it is possible for him to do so and to fill requisitions promptly up to that limit;
- (4) To get good judgment practiced in requisitioning and in use of supplies and equipment. This may call for the devising of special systems and the working out of special procedures from time to time in order to safeguard Service interests against tendencies toward

wasteful practices that tend to develop where something apparently is gotten for nothing;

(5) To confer with district foresters as to district purchasing practices and specifications used in their purchasing activities; to inspect district practice and suggest improved methods, acting as a representative of the branch of operation; and, to aid district foresters with depot facilities in all features of their purchasing work, so far as it is practicable to do so.

The District Forester's Responsibility

Requisitioning supplies from the supply depot is identical to the writing of an order for goods the cost of which is a drain on finances for which the writer is not responsible. As a consequence, it naturally follows that values involved in a requisition are likely to be overlooked.

The allotment to the supply depot is simply money held and spent in trust for the districts by the purchasing agent. The nearer the demand for routine supplies can be brought to the amount of actual requirements, just so much larger will be the sum available for the purchase of important fire control equipment, the need for which is keenly felt in most quarters. In preparing requisitions there should be the same careful weighing of need against cost which usually takes place in determining the justification for a proposed purchase payable from a district or a Forest allotment.

Absence of such thought results in leaks at three principal points as follows:

- (1) Oversupplying; thus increasing investment in dead stocks.
- (2) Poor economy in use of supplies because they cost the user nothing.
- (3) Lack of free movement of stocks of used equipment between Forests or between districts.

In spite of such leaks as occur, the gain through centralized purchase of standard articles over decentralized buying is believed to be important and well worth while.

The administration of the depot can not rest upon that fact alone. It must pursue the traditional financial policy of the Service. Its efforts to stop leaks must be vigorous and positive.

The Property Assistant's position distinctly limits his range of action in this respect. The kind of control that will bring about and maintain the proper standards of thrift must come from

the district forester and the supervisor. The district forester's responsibilities in this field are:

- (1) To prevent as far as possible, extravagance in requisitioning and use of depot materials, and to take the same steps to discover and to suppress unwise practices as would be done in the management of district finances.
- (2) In acting on requisitions for nonexpendable equipment, to see to it that the property record cards are consulted and that this record is made to serve in securing the best possible distribution and use of equipment within the district and within the Service.
- (3) To report all surplus stocks on March first of each year to the Property Assistant.

Instances of excess stocks of articles supplied by Ogden will be noted by Washington inspectors as an evidence of weakness in a district forester's control in this respect.

Financial Policy

The supply depot allotment is relatively small compared with total Service expenditures for supplies. In the aggregate, district purchases embrace a wider range of articles and reach a larger total than do the purchases made by the Property Assistant. Districts also buy independently certain articles now supplied in part from the depot. In view of these facts, the depot position in the purchasing field needs to be definitely established and the use of funds allotted to it clearly outlined.

Use of Depot Funds. Supply depot funds will be used to furnish, as far as it is good business to do so:

- (1) Articles of supplies and equipment for universal use.
- (2) Articles in general use where there is a clear possibility of saving money by buying centrally for the Service, or where there is a need to assist the districts to build up supplies of urgently needed articles, such as fire control equipment, for example.
- (3) Articles of experimental nature which possess important prospective value for general or universal use in particular activities.

Correspondence

Routine Correspondence.--Routine letters of transmittal and memoranda of explanations concerning articles of expendable supplies

and equipment will go directly from the supervisor to the property assistant.

Memoranda or routine letters explaining shortages in consignments of expendable equipment and changes made in requisitions not involving points of policy or the questioning of the amounts of articles requisitioned will pass directly from the property assistant to supervisors.

Other Correspondence.--Correspondence originating in the depot about all other matters, even though it does refer to Forest matters, will be addressed to district foresters. Carbon copies of letters will be enclosed if a Forest is concerned. Correspondence originating on the Forests and relating to matters other than those specified in the preceding paragraph, regarding supply depot affairs, will be addressed to the district forester. If in the district forester's opinion points covered by such correspondence should be taken up with the property assistant, he will do so in the usual way.

PURCHASING POLICY AND INSTRUCTIONS

Under the general financial policy outlined in a preceding section, the following details are included for the guidance of the field.

Nonstandard Articles.--Excepting for experimental purposes, the supply depot allotment will not be used to buy nonstandard articles. Lists 1 to 5 include all standard articles.

Purchase of Nonstandard Articles.--When requested, if there is a Service or financial advantage involved, the property assistant will buy for districts or other units, nonstandard articles chargeable to funds under control of the unit initiating the request. If, however, the districts can buy directly with equal advantage, that course should be followed.

Each requisition for the purchase of nonstandard articles will indicate by the wording "Payable from district funds," or by some other appropriate phrase, that money to cover purchase price and forwarding charges is available.

Articles Suspended from Purchase from Depot Funds

As administrative units become fully equipped with articles of long life (such as furniture, for instance), further purchase of such articles may be suspended for indefinite periods in order that funds may be released for the purchase of more urgently needed equipment. Detailed lists and policy statements concerning this plan will be issued by the Forester as the occasion may require.

Articles Discontinued at the Depot

As required, lists indicating articles discontinued at the supply depot will be issued by the property assistant.

Purchase of Fire Control Equipment

A principal annual objective of the supply depot is to make available the maximum amount of money for equipment needed in fire control. The standard of economy established by the field forces in their demands upon the supply depot for routine supplies largely controls the sum that can be so spent.

Fire Control Equipment not kept in Stock.--Equipment of this classification, water bags, water buckets, knapsacks, and canteens excepted, ordinarily is not kept in stock. Instead, such materials are shipped to districts as acquired.

Purchasing Plan.--On May 1 of each year Forms 669 will be sent to the districts in duplicate by the property assistant. Upon them will be indicated articles to be bought. In column 2 the property assistant will show the tentative distribution to each district of the articles on the purchase program. In column 4 the district forester will show the immediate need for articles listed for purchase. In column 5 the district forester will indicate the quantity of each article on the purchase program, if any, that he desires to have included and charged to district funds. Column 6 will be left blank for use of the property assistant. One copy of the form will be returned to the supply depot to reach Ogden not later than May 25 or December 25, as the case may be.

Small Purchases not Profitable.--Centralized purchase of fire control equipment will be profitable only if large quantities are bought. As a rule, therefore, depot buying will be confined to a limited number of items. Small lots can be purchased more expeditiously and economically by the district forester from local jobbers.

Made to Order Equipment.--Starred articles of Form 669 must, in whole or in part, be manufactured wholly or partly to order. To buy such articles in small lots will not pay. The reason, then, for suggesting consolidation of orders of all districts is obvious. Accordingly, it is urged, if purchase of starred articles is contemplated, irrespective of whether or not they are included on the buying plan as received from the depot, that each district indicate opposite the respective starred item the quantity, if any, it wants to buy. Upon return of the Form 669 from the districts the property assistant will tabulate the items and if, in his judgment, the combined quantity justifies central purchase, he will notify the districts, and action to buy will be initiated. On the other hand, if the quantities are too small to justify their purchase at the high

rates incident to small quantities, he will inform those concerned. In this event, it is for the district forester to decide whether or not local purchase should be made.

Payment of Freight.--Freight charges on all combined orders for fire control equipment will be paid from depot funds.

Delays to be Expected.--It is to be remembered that in the purchase of equipment of this class, unavoidable delays in getting delivery of goods from bidders often occur. There are also chances that certain articles, when delivered, will not conform to specification. This may cause rejection of a shipment or of an entire delivery of a given article.

Delays in deliveries are exasperating, but after the property assistant has placed his orders early (and this is his responsibility) and if he actively follows up his orders, there is nothing left to do but to await the turning of the wheels of commerce. Their slowness will often make deliveries to the field six to eight months late.

Material for Special Schedule Work

Special schedule projects, as discussed here, include timber, grazing and water power reconnaissance, insect control, and road and trail work financed from special appropriations. Depot allotments are insufficient to supply expensive equipment for special schedule jobs. As a rule, if articles listed below are taken from local stock for use on a special schedule project, and if such use creates a shortage in the supply needed for ordinary work, replacements payable from special schedule funds should be made. New equipment of the articles listed below which are intended for special schedule work will be purchased in accordance with established procedure. Its cost will be paid from the schedule concerned.

Abney levels	Mess outfits
Bags, water	Tapes
Buckets, canvas	Tents and flies
Boards, traverse with equipment	Transits, etc.

Purchase of Telephone Wire, Line Material and Fencing Material.

Telephone Wire.--In reply to a notice from the property assistant, which will be sent out each year on December 1, district foresters will notify the property assistant on February 1 following, of the amount of No. 12 and No. 9 galvanized iron telephone wire that will be purchased payable from the funds of the succeeding fiscal year. The figure thus submitted will be considered (ten per cent more or less) the actual amount of wire that the districts will buy. Contracts will be made by the property assistant on that basis for delivery within thirty days following the making of the award.

Districts will be required to place orders for the amount of their February statement, ten per cent more or less, within the thirty day period. After making the awards, the property assistant will promptly notify the districts. Awards can not be made prior to the passage of the appropriation bill.

Subsequent purchases of wire during the fiscal year will be made by the districts direct. Such purchases should seldom be necessary. Due allowance should be made in the February 1 statements for enough wire to take care of unexpected needs. Each district should aim to build up a stock of telephone wire for miscellaneous and unforeseen uses.

Split Tree Insulators.--Purchase of split tree insulators will be handled under the same procedure as telephone wire.

Fencing Material.--Barbed wire will be the only fencing material the purchase of which will be made by the property assistant.

As soon as the improvement allotments are made by the Forester to the districts, the property assistant will call for statements of needs for barbed wire for the succeeding fiscal year from the districts. Bids will be invited, awards made, and districts notified with the least possible delay. As in the case of telephone wire, each district will be required to place purchase orders within thirty days after the date of award for the amount of wire given in their statement of needs, the ten per cent proviso being operative. If additional needs for wire develop during the season, each district will make its own contract without reference to the property assistant. Such purchases, however, should be the exception rather than the rule.

Staples.--The purchase of staples will be handled in the same way as barbed wire.

Payments

The procedure in connection with the handling of vouchers covering purchases made by the supply depot and shipped by the manufacturer to various districts and Forests, will be as follows:

When a purchase order for expendable property is typed, two copies will be furnished the consignee, one on Form 939 and one on Form 942. On the Form 939 will appear a rubber stamped request to date, sign and forward this to the supply depot as soon as goods are received. When such receipt reaches the supply depot, the account will be passed for payment. If payment is to be made from district or Forest funds, the consignee will be requested by a rubber stamp impression to prepare necessary Forms 24-b and Form 79, and forward to the supply depot with the signed Form 939. Payment will then be

made by the fiscal agent at Ogden and the paid Forms 24-b returned through the usual channels.

When nonexpendable property is covered by supply depot purchase orders one Form 939 will also be furnished the consignee's district forester. When the voucher is passed for payment by the supply depot it will be accompanied by the signed Form 939 which the consignee forwarded to the supply depot. When the voucher is paid, the fiscal agent will stamp the paid voucher number on this Form 939 and will forward it to the district forester concerned.

In no case will vouchers covering purchases made by the supply depot be prepared or submitted for payment from any other place than the supply depot.

This procedure will avoid the necessity of forwarding copies of contracts to fiscal agents to be attached to vouchers which otherwise would be paid by them, and will also eliminate entirely the possibility of duplicate payment.

After goods are received, Form 939 should be signed and returned promptly to avoid delay in payment of the account and correspondence on account of the neglected action.

REQUISITION PROCEDURE

Nonexpendable Materials

Requisitions for nonexpendable property will be submitted quarterly in duplicate on Form 903A. If they originate on Forests they will be sent through the district forester.

The district forester will first determine the merits of the request for the respective items. If warranted, he will investigate the possibilities of supplying the articles, in whole or in part, from stocks within the district. If the article, in whole or in part, is not available within the district, the requisition will be approved, in whole or in part, by an officer not below the grade of assistant district forester, and the original forwarded to the supply depot. The corrected carbon copy will be returned by the district forester to the supervisor to show him the action taken.

While the procedure outlined is intended to place upon district foresters an important share of the responsibility for the control of expenditures from supply depot allotments, it must always be kept in mind that the property assistant is responsible in the last analysis to the Forester for proper use of depot funds and equitable distribution of stocks of depot materials. In view of this the property assistant must take such action as in his judgment is necessary to reach that objective, even if it means in cer-

tain cases overruling an approval or recommendation of a district forester. Proper coordination and cooperation between the district forester and the property assistant should make such conflict a rare exception.

Typewriters, Adding machines List No. 2.--At the beginning of each fiscal year the property assistant will advise the district foresters (district 7 excepted), of the limit which must not be exceeded, so far as depot funds are concerned, for expenses incident to the purchase of typewriters, and of adding and calculating machines, and to the repair of such machines.

All vouchers covering repairs to this class of equipment will be forwarded for approval to the district forester who will forward the voucher to the property assistant for payment. Requisitions for typewriters, and for adding or calculating machines, will be prepared on Form 663A and will be forwarded through the district forester for approval.

Fire Control Equipment.--Requisitions for fire control equipment, catalogued in list 6 since that material is not kept in stock, should not be made excepting when requisitions are invited by the property assistant.

Expendable Materials

Requisition for expendable articles will be submitted quarterly in duplicate directly to the property assistant on Form 663. The following order for quarterly requisitions will be observed:

Districts 1 and 2, March, June, September, and December.
Districts 3 and 4, January, April, July, and October.
Districts 5, 6, and 8, February, May, August, and November.

All expendable items to be requisitioned will be divided into four classes, viz:

- (a) Stationery and expendable supplies
- (b) Forms, including all signs and posters
- (c) Rubber stamps
- (d) Printing, including letterheads, special forms, etc.

Each class will be stated on a separate sheet or sheets, Form 663, using plain yellow paper for carbons. The original and one carbon will be forwarded to the property assistant.

All requisitions will be double spaced.

All changes, corrections or eliminations will be made on the requisitions by the property assistant, and the reason stated for

such changes, corrections or eliminations, so that the requisition will show the actual shipment or shipments.

When a shipment is made, the original of the requisition will be returned to the requisitioner to be signed as a receipt when the articles are received, and to be returned by him promptly to the supply depot after signature. Changes made on the original Form 668 by the supply depot should be noted by the requisitioner on his file copy before mailing. Shortages or errors in shipment will be taken up by letter in accordance with the procedure laid down under "Correspondence."

Care should be taken in the preparation of requisitions to see that everything needed is included; and so avoid as far as possible the necessity of sending in "specials."

PRINTING

Facilities.--The printing facilities at Ogden are limited in three ways:

- (1) The press will not take sheets larger than 10" x 15".
- (2) Personnel is confined to one man plus any time of one of the packing force that now and then may be contributed.
- (3) The rules of the Joint Committee on Printing do not permit expansion of facilities or personnel.

Printing Policy.--Districts will, to the fullest extent possible, anticipate need for printing sufficiently in advance to have the work done in the Government Printing Office. As a general practice, simple jobs calling for only a nominal output of sheets can be taken care of in Ogden. Any quantity of one form or of sheets of one subject up to 10,000 may be considered as nominal. Larger jobs may be done in cases of a clean-cut emergency.

Requisitions.--Requests for printing (except letterheads) originating on Forests will be sent through the district forester for approval.

Authority to approve requisitions for printing is not vested in officers below the grade of assistant district forester.

As far as practicable, efforts will be made to foresee need for printing, in order that requisitions may be distributed over the entire year. Requests now peak during the period from November to April. This practice is the cause of congestion in the printing office. Delayed deliveries result as a consequence.

Charges for Printing.--If special paper, cards, or cuts must be purchased to fill requisitions from districts for printing, costs of such articles will be billed against the district or Forest concerned.

SPECIAL INSTRUCTIONS AND POLICIES REGARDING EQUIPMENT

Care of Equipment and Supplies

Property of the Forest Service should have:

- (1) Protection against theft
- (2) Protection against loss through personal carelessness
- (3) Protection against deterioration by action of weather and other natural causes as far as practicable
- (4) Protection against destruction by rodents
- (5) Such attention as may be necessary to keep it in readiness and proper physical shape for most effective use

Loss of and damage to nonexpendable property must be promptly reported on proper forms. In every case complete statement explaining in detail the circumstances of the loss or damage must accompany reports. Relief will not be granted unless the reasons given are full and convincing. All property lost or damaged through carelessness or negligence will have to be paid for by the person responsible for it.

Supervisor's Responsibility

Actual physical inventories of property will be made annually. On National Forests the supervisor is responsible and accountable for the care of property. He will see to it that proper facilities are provided for protecting Government property from the action of the elements and from theft. Locked storage at Forest headquarters will be provided for the storage of instruments and other small non-expendable articles. The supervisor will see to it that the custodian's records are kept in an accurate and businesslike manner and that other members of the force hold to high standard performance in the handling of records and in the care of property.

Property Custodian's Responsibility

The property custodian is responsible and accountable to the supervisor for accurate record of property on a given unit and for the proper care and control of property at headquarters.

Condemnation

The practice should be followed of condemning and destroying, at the earliest practicable date, tools and equipment which have be-

come worn or broken beyond serviceability and which can not be repaired to fulfill their original or some other beneficial purpose.

Appropriate notes of condemnation should be made by condemning officers, who will notify the person to whom the destroyed property is charged. The latter will take prompt action to free the records of such property.

Repair of Equipment

Field men are urged not to tamper with transits, compasses, aneroid barometers, and tally registers. Unless it is well known that a local jeweler or surveying instrument agency is fully qualified, do not have them attempt to repair such articles. The supply depot is prepared to handle promptly requests for repairs to the equipment listed and to do, or have done, the work at a minimum cost.

At the completion of the field season all equipment to be repaired at the Ogden supply depot will be forwarded promptly to avoid congestion in the Ogden repair shops each spring.

Equipment forwarded for repairs will be accompanied by a list in duplicate on form 874-16 on which should be stated the date by which return is desired. Where considered necessary the shipment should also be accompanied by a letter of instructions concerning the work to be done.

List of Articles to be Sent to the Supply Depot for Repairs

Badges	Locks, Forest Service pad
Barometers, aneroid	Locks, Forest Service rim
Binoculars	Machines, numbering
Bolts, wing, for surveyors tripod	Monoculars
Borers, increment	Registers, tally
Cantinas	Scribes, timber
Cases, leather, for instruments	Sharpeners, pencil
Compasses	Tape repair outfits
Hypsometers	Tapes, steel
Instruments, drafting	Transits
Joints, ball and socket	Tripods, camera
Keys, Forest Service	Tripods, surveyors
Levels, Abney and Locke	

Making Fire Tools and Equipment

In order to prevent loss from theft and as a means of ready identification, all fire tools and equipment should be appropriately marked.

As a permanent mark of identification, all metal parts of fire tools are to be branded (stamped) "F.S." and their handles are to be given a coat of red paint beginning where the wood joins the metal and extending up six inches.

Water bags, buckets, canteens, beds, tents, and all other similar equipment are to be stenciled "U. S. F. S." in letters at least one inch high or marked with the regulation shield.--The shield is preferred.

The stamp "F.S." should be stamped at a specified place on each tool. The following system of placing the letters "F.S." will be considered standard.

Shovels, stamp on inside or right-hand corner.
Pole Axes, Right-hand side, middle of eye.
Double-bitted Axes, either side, middle of eye.
One-man Saw, right-hand side close to handle, near the top.
Two-man Saw, either side or end.
Mattock, either side.
Hoe, right-hand side.
Rakes, top side of steel shanks.

In stamping fire tools not listed above, place the die on the upper right-hand side of the tool when the tool is in its principal position of use.

Marking Administrative Tools and Equipment

Tools used for purposes other than fire will be branded "F.S." on their steel parts. The wood brand "USFS" may be added in the discretion of the supervisor.

Branding of Animals

Government animals should be branded "US" on the left hip. This requirement may be waived by district foresters where animals secured for temporary use are to be disposed of after a short period, and also in localities where the branding of stock is not customary or necessary.

Distribution of Tools and Caches

The distribution of fire tools, particularly in small caches, is not looked upon with favor.

The assembling of tools at central points, with reference to transportation and available labor, is considered to be the best policy. Accordingly, under this policy the following principles should govern distribution of tools.

a. WHERE? Tool depositories should be where man-power starts to fires. This generally means official station, settlements, ranches, etc.

b. HOW MANY? The number of tools in the depository should be determined by the man-power available or likely to be needed.

c. WHAT KIND? The kinds of tools in the depository should be determined by the type of burnable cover in which the tools will be used.

Preparation of Tools for Immediate Shipment

No attempt will be made to specify exactly how tools and equipment should be prepared for shipment or for transportation of any character. The importance, however, of having equipment assembled, bound, wrapped and labeled in unit groups and ready for the mode of transportation most likely to be used when the call for equipment comes, can not be overemphasized.

The idea is to reduce elapsed time to the minimum and to enable messengers or unskilled persons to assemble tool orders promptly and correctly.

Beds

Beds should be furnished fire fighters only where local custom makes it necessary. When beds are furnished they should consist of wool blankets and a canvas tarp. All bedding should ordinarily be put up in one-man units and securely wrapped and tied in order to facilitate distribution and transportation.

Suggestions to Buyers

Written specifications, accompanied by drawings or plates as an effective means of describing commodities on invitations for bids to dealers, have distinct limitations. This is especially true if articles are included whose descriptions are complicated or unconventional. Under these circumstances such means usually fall far short of a thoroughly intelligent statement of what is wanted.

In order to insure the employment of most practicable methods, both for the enlightenment of dealers and for the benefit of the purchaser in considering and approving bids, it is recommended that samples of nonconventional articles listed for purchase be sent with all invitations. Invitations, however, should also include the best possible description.

Purchasers in all cases will assure themselves of the conformity of delivered articles to specifications before they are accepted and bills vouchered for payment.

The recommendations of the Federal specifications Board should be followed in preparing specifications for materials or equipment covered by its publications.

PROPERTY ACCOUNTING

Records

A general Forest Service record of property will be maintained by placing the responsibility on the district foresters for the property in their respective districts. The record of property of the Washington office and all experiment stations under direct control of the Washington office will be kept by the district forester stationed at Washington, D. C. The Director of the Forest Products Laboratory at Madison, Wis., will be responsible for all record of property used in connection with the activities at the laboratory. In the subsequent instructions covering property all references to district foresters are equally applicable to the Director.

Responsibility

Each member of the Forest Service will be held responsible for the proper use and protection of any Government property which may come into his custody or control in any manner whatsoever.

Expendable and Nonexpendable Property

All articles of supplies and equipment used in the Service, whether fabricated, purchased, or requisitioned, are deemed non-expendable, and must be accounted for to the district forester of the respective district, except those specified in Appendix B, "List of Expendable and Nonexpendable Property" shown on page 62, et seq., of the Property Regulations of the United States Department of Agriculture, effective July 1, 1916.

Individual Accountability

Each member who receives nonexpendable property by transfer or by purchase on reimbursement account (Form 4), or by purchase on purchase orders issued by the purchasing agents at Ogden, Madison, and Washington, must receipt for it on form 939. Expendable property issued by the supply depots or purchased on reimbursement account (form 4) must also be receipted for. Receipt of property purchased in the field is evidenced by the certificate on form 5a and no further receipt is necessary. In addition to assuming responsibility for the proper use and protection of nonexpendable property the member receiving it must account for it as prescribed in the following procedure: Having receipted for a nonexpendable article, a

member will be relieved of responsibility and accountability only on receipt from another member after a duly authorized transfer of the article has been made, and the transfer has been recorded by the district forester, or by relief or charge on approved certificate of loss (form 858), and subsequent payment for the article when so charged, or by an approved certificate of sale (form 217). No receipt should be signed until its correctness has been verified, nor until articles to be received for have been checked and actually delivered to or placed at the disposal of the member signing the receipt. The fact that these precautions were not taken will not relieve the member from responsibility in the event that a discrepancy is discovered after the receipt has been signed and the member has been charged with the articles on the records.

District Property Records

The record of nonexpendable property will be kept on cards supported by proper vouchers, and will show the total number and cost of all the articles in the district, and the number of articles and the cost of each charged to the custodians individually.

Property procured by Purchase

Purchases made by others than purchasing agents will be stated on form 5a, except when shown on reimbursement account. When payment has been made of any form 5a account, covering expendable or nonexpendable property, the fiscal agent will assure himself by audit that memorandum copy agrees with the original form 5a, place upon the memorandum copy the date of payment and his voucher number, and refer the memorandum copy to the district forester.

The district forester will abstract the nonexpendable property on form 939, in duplicate, and note on the form the voucher number reported on the memorandum copy of form 5a. He will give both copies his voucher number, make the proper charges, stamp on the duplicate the statement that the property has been charged, and forward the duplicate to the member accountable. The memorandum copy will be forwarded to the forest supervisor or officer who certified the account.

It is good practice to make each set of Form 939 carry the abstracts from as many Form 5a's as possible. The name and address of the payee can be written across the form to serve as a separation. The Form 939 and all the accompanying memorandum copies of Form 5a bear the same property audit number. The date of receipt of property is entered at the end of each abstract from Form 5a and the receipt below filled in to read "Received - on dates shown above."

When making up reimbursement accounts (Form 4), forest officers will prepare a Form 939 in triplicate, covering all nonexpend-

able articles shown in the account with the cost of each. The Form 939 must be signed by the member accountable. The original will be forwarded with the Form 4 to the fiscal agent, the duplicate to the district forester, and the triplicate will be retained. The fiscal agent will follow the same procedure as in the case of the memorandum copy, Form 5a. Reimbursement accounts (Form 4) containing nonexpendable articles may be returned by the fiscal agent unless accompanied by the Form 939.

When the Form 5a covers the purchase of horses, or other animals, Form 411 (in duplicate) properly filled out will accompany the memorandum copy of the voucher. Similarly a Form 5a covering the purchase of a motor vehicle will be accompanied by Form 411a.

Property Manufactured or Found

When nonexpendable property is manufactured, or recovered after having previously been reported on Form 853, it must be reported to the district forester at once on Form 939. The actual or estimated cost should be shown for each article and the Form 939 should show the circumstances under which the property was found if it is a case of recovery.

Forest Custodian

The district forester will designate a custodian for each Forest, who will be accountable for the equipment used on the Forests. He may, in his discretion, designate either the supervisor or the forest clerk as custodian, and when the latter is designated the supervisor should be instructed to transfer, on Form 939, all the property with which he is then charged on the records of the district forester.

When a vacancy occurs in the position of property custodian by resignation, furlough, leave without pay, or any other change to a nonpay status, as contemplated in the paragraph headed "Final Settlement," the retiring custodian will be required to transfer, on Form 939, in triplicate, the property to the supervisor or to some forest officer designated by the supervisor as temporary custodian pending the filling of the vacancy. The three copies of Form 939 will be forwarded to the district forester.

Unless the supervisor can vouch for the correctness of the record based upon physical inventory, he will not require an incoming custodian to receipt for Forest property. If he cannot do so, the supervisor will assume the custody of the property until such time as the physical inventory can be made.

Property Procured by Transfer

Transfer of nonexpendable property between members of the Service, except as provided under property accounting on the Na-

tional Forests, will be made in accordance with the following procedure, in which the words "property clerk" refer to any employee invoicing property permanently and "custodian" to any employee receiving such property.

When nonexpendable property is transferred by a property clerk to a custodian in the same district three copies of Form 939 (with yellow tickler) will be prepared and signed by the property clerk as invoices. He will send two copies to the district forester, the original to the custodian receiving the property, and retain the tickler. When the property clerk and the custodian are not in the same district, the property clerk will prepare four copies of Form 939 (with yellow tickler) and sign them as invoices. He will send one copy to the district forester of his district, two copies to the district forester in which the receiving custodian is located, and the original copy to the receiving custodian.

The custodian, upon the receipt of the property, will enter, in the spaces provided on the Form 939 received from the property clerk, the condition of the property and the date of receipt; he will sign it as a receipt and send it to the district forester.

The district forester, upon receiving the Form 939 from the custodian, will charge the custodian and credit the property clerk with the property transferred, if both are in the same district. When the custodian and property clerk are not in the same district, the district forester, upon receiving the Form 939 from the custodian, will charge the custodian in the usual manner, and will forward one copy of the Form 939 bearing indorsement of the transfer, to the district forester of the district in which the property clerk is located. Upon receiving an indorsed copy of Form 939 from some other district, the district forester will credit the property clerk making the transfer and send him a copy of Form 939 bearing an indorsement that credit has been given. He will indorse upon the two corresponding Forms (939) received from the property clerk a certificate of the transfer, and send one to the property clerk and the other to the custodian.

The property clerk or other custodian who transfers property is not relieved of accountability until the receipt of the member to whom the property is transferred has been received by the district forester and the transfer has been recorded.

When nonexpendable property is received in the absence of the property custodian (supervisor or forest clerk), the Form 939 will be signed by the member in charge of the office at the time of the absence, in the following manner:

John Jones, Supervisor

By Wm. Smith, Acting Supervisor.

or-

John Doe, Property Custodian,
By Edward Doe, Supervisor
(or Acting Supervisor.)

Signing for property should be limited absolutely to the person in charge when the property is received.

Property to Individuals

When the property is transferred to a member as an individual and not as an officer in charge, he must sign the Form 939.

When nonexpendable property is furnished for temporary use by a custodian to another member a receipt will be taken, but the transaction will not be reported to the District forester, unless the member fails to return the property within the time agreed upon, in which event a transfer should be effected in the manner herein prescribed.

PROPERTY ACCOUNTING ON THE NATIONAL FORESTS

Custodian's Record

An account will be kept on property record cards (form 331) of all nonexpendable articles obtained by the supervisor through purchase or requisition. This account may include, in the discretion of the supervisor, expendable articles also. Before any account is forwarded for payment it should be reviewed to determine whether it covers any nonexpendable property. Entries should be made on card forms 331 or steps taken which will result in such entries at an appropriate time.

The cards will be filed alphabetically by names of articles, and will show the total number of each article, number of each issued to subordinates, and of those kept on hand for distribution. Each transaction which affects the property on a Forest, whether by purchase, transfer, certificate of loss or of sale will be immediately entered on the proper card or cards (Form 331).

The account with "stock" will include only those articles actually placed in stock or transferred thence to or from an individual. In all respects the account with stock should be handled in the same manner as those with individual members.

Property issued by a custodian to a forest officer will require the preparation and signature by the custodian of two copies of notebook Form 674-16, which will then be sent to the officer. The officer will, upon receipt of the articles, sign both copies, and return one to the custodian and keep the other.

Property returned to a custodian by a forest officer will require the preparation and signature by the officer of two copies of notebook, form 374-16, which will then be sent the custodian, who, upon receipt of the articles, will sign both copies and return one to the officer.

Property transferred between officers will require that the officer from whom the property is received will prepare and sign three copies of notebook, Form 374-16. He will send one of them to the recipient of the property and the other two copies to the custodian. The recipient will, upon the receipt of the property, sign the Form 374-16, which has been previously signed by the transferring officer, and send it to the custodian. Upon receiving the Form 374-16, which has been signed by both officers, the custodian will sign the two copies received from the transferring officer and send one of them to each of the officers concerned. The transfer will at the same time be entered upon the proper card (Form 331), and the transfer receipt (Form 374-16), signed by both officers, will be filed behind a guide card bearing the name of the officer to whom the property was transferred. A notation of the transfer will also be made on the original receipt of the officer who transferred the property.

Property temporarily transferred between officers requires only that a receipt be taken on Form 374-16. The transaction will not be reported to the custodian unless the recipient fails to return the property within the time agreed upon, in which event a permanent transfer should be effected in the manner heretofore prescribed.

The same procedure will be followed when nonexpendable property is furnished for temporary use by custodians to other members of the Service.

Ranger's Record

The copy of the Form 374-16, signed by the custodian, will constitute the basis for the ranger's record of the property in his custody. Not less than once a year each ranger and all other subordinate forest officers will, by direction of the supervisor, submit to him in duplicate a signed list of the property in his custody. As soon as the correctness of the list is established both copies will be signed by the custodian, who will keep one and return the other to the ranger, when all previous forms relating to the account may be destroyed. The custodian may, in his discretion, prepare the return and forward it to the ranger for verification and signature.

When notice of action on Form 358 covering property issued by a custodian to a ranger is received from the district forester the custodian will prepare on Form 374-16 in duplicate, a list of all the articles in question. He will note on the form "Relieved--see

Form 358, P. A. voucher ____," sign and forward the original to the ranger, and retain the duplicate in his file.

Property Losses

Loss of nonexpendable property must be promptly reported on Form 358, in duplicate, when the member charged with it is satisfied it can not be recovered. The statement on the form must show (a) the circumstances attending the loss, damage, or destruction; (b) whether his fault or neglect or that of any employee was involved, and (c) if the property was lost or stolen, what action was taken to recover it. In all cases the date, or approximate date, of loss must be stated. Relief will not be considered unless the statement shows beyond doubt that every reasonable precaution had been taken to prevent the loss. When tools or equipment are left for a time in unoccupied cabins, it is required that reasonable precautions be taken to secure the articles against theft. When the property for which the custodian is accountable is lost by any other member than the one to whom it had been issued, the certificate on Form 358 must be signed by the member to whom the property was issued and both copies forwarded to the custodian against whom the property is charged on the records of the district forester. After satisfying himself by check that the property shown on the Form 358 is charged to the signing member on his records, the custodian will submit the Form 358 to the supervisor, or other officer, for proper authentication and for such further explanation as he may see proper to make in the space provided for on the form. The supervisor will forward both copies of the Form 358 to the district forester. When the value of the property exceeds \$10 the certificate shall be sworn to by the signing member before an officer authorized by the administrative regulations to administer oaths of office, unless by reason of remoteness from such an officer or other causes it is found impossible to take such oath, in which case a certificate on honor setting forth the circumstances in the case must be attached to the Form 358.

The district forester will, by indorsement in the space provided on Form 358, either relieve the member from, or charge him with, responsibility for the loss.

When the member is relieved from responsibility for the loss the district forester will credit him on the record and will certify on the Form 358.

When a member is charged with responsibility for the loss of the property, the district forester will enter upon the Form 358 the present value of the property. He will prepare a letter of transmittal (Form 361) to the district fiscal agent, and send the Form 361 and a memorandum calling attention to the charge to the member, keeping both copies of the Form 358 in a temporary file. The member will

remit the value of the property to the district depository through the fiscal agent, accompanied by Form 861. The fiscal agent will obtain the original of the Form 858 from the district forester, who, upon return of the form from the fiscal agent with the certificate thereon that deposit of the amount has been made, will credit the member on the record and send him the Form 858 with a certificate thereon that the necessary entries have been made on the property records to close the account.

Each article lost must be reported on a separate certificate of loss (Form 858); provided, however, that any number of articles lost at the same time or under the same circumstances will be included on one certificate (Form 858). Report of lost property will not be made on the same Form 858 with report of unserviceable property condemned or abandoned.

Abandonment

Worn and damaged property and inexpensive equipment in possession of field parties may be abandoned in the field when it is impracticable to return it for condemnation as herein prescribed. An explicit statement of the date, cause, and location of an abandonment must be forwarded immediately to the district forester on Form 858 in duplicate. The action to be taken will then follow the procedure for lost property.

Sale of Condemned Property

REG. A-2. THE FORESTER IS AUTHORIZED TO SELL AT FIELD STATIONS OF THE FOREST SERVICE AFTER PUBLIC NOTICE, BY ADVERTISEMENT OR OTHERWISE, SUCH ARTICLES OF EQUIPMENT AS ARE WORN OUT OR DAMAGED BEYOND REPAIR, OR WHICH ARE OF NO FURTHER USE IN THE SERVICE BUT WHICH HAVE A SALE VALUE ESTIMATED AT \$1,000 OR LESS. THE FORESTER MAY DELEGATE THE AUTHORITY TO DISTRICT FORESTERS. WHEN THE ESTIMATED SALE VALUE IS MORE THAN \$1,000 SPECIAL AUTHORITY MUST BE OBTAINED FROM THE SECRETARY OF AGRICULTURE.

ANIMALS AND ANIMAL PRODUCTS WHICH CEASE TO BE NEEDED IN THE WORK OF THE FOREST SERVICE AND WHICH HAVE A SALE VALUE MAY, UPON THE APPROVAL OF THE FORESTER OR THE DISTRICT FORESTERS, BE SOLD IN THE OPEN MARKET OR EXCHANGED FOR OTHER LIVE STOCK, AND ALL MONEYS RECEIVED FROM THE SALE OF SUCH ANIMALS OR ANIMAL PRODUCTS OR AS A BONUS IN THE EXCHANGE OF THE SAME SHALL BE DEPOSITED IN THE TREASURY AS MISCELLANEOUS RECEIPTS.

Condemnation of Property Having no Sale Value

Nonexpendable property, including animals, worn out or damaged beyond repair which has no sale value will be retained when the supervisor is custodian until it can be inspected and condemned by

the district forester or his authorized representative. Supervisors who have been relieved of the custody of nonexpendable equipment on the Forest by transferring the custody to the forest clerk are authorized to inspect, condemn, and destroy nonexpendable equipment which is no longer serviceable and is beyond repair and which has no sale value. A certificate will be prepared and signed by the custodian on Form 858, in duplicate, on which the inspector will also certify that the property has been inspected, condemned, and destroyed. Both copies of the certificate (Form 858) will be submitted for the approval of the district forester, who will credit the member on the records and inform him of the action taken by an indorsement on one copy of the certificate.

Instruments of which replaceable parts become broken should not be condemned and destroyed, but requisition should be made upon the property clerk for new parts, which will be classed as expendable. Calipers, for instance, are easily damaged in use by the graduated bar being broken. When this happens a new bar should be obtained by requisition and the instrument repaired.

Condemnation of Property Having a Sale Value

Nonexpendable property which is worn out or damaged beyond repair or which is of no further use to the Service, but which has a sale value, will be retained until it can be inspected and condemned by an inspector or a district executive officer and its sale authorized in writing on Form 217. When the estimated value of the condemned equipment does not exceed \$1,000 the authorization may be signed by the Forester or the district forester. When, because of its remoteness and the comparatively small value of the property, the inspection by one or other of the officers specified is impracticable, a list and description of the articles, with specific reasons for their condemnation, may be forwarded to the district forester. When the estimated value exceeds \$1,000 specific authority must be obtained from the Secretary of Agriculture.

A certificate of condemnation and sale will be prepared by the supervisor on Form 217, in duplicate. The sale of the property will be advertised by notifying interested parties by letter and by posting notices (Form 259) in post offices, telegraph offices, and other public places. No expense will be allowed for advertising, except when the value of the property to be sold clearly justifies such advertisement, and then only by written authority of the Secretary of Agriculture. When the property is sold the officer to whom the authority was granted will pay all necessary expenses, such as auctioneer's fees, drayage, and purchase of money order, and will remit the net proceeds by postal money order to the district depository, through the fiscal agent accompanied by a letter of transmittal (Form 361). He will send both copies of the Form 217 to the district forester.

The foregoing procedure will be followed in the disposal of improvements which are of no further use to the Service.

When the sale is approved the district forester will, upon receipt of the Form 861 from the fiscal agent, credit the officer who made the sale and inform him of the action taken by stamped indorsement on one copy of the Form 217, to which he will attach the original Form 861.

Exchange of Animals

When the prior consent of the district forester has been obtained under Regulation A-2 approving an exchange of animals, the following procedure should be followed:

1. Where the Service pays a bonus-

The supervisor will prepare Form 5a, giving the name and price of the animal to be received and the name and value of the Government animal to be given in exchange, accompanied by Form 411 on both animals which should be attached to the memorandum copy of Form 5a.

2. When an even exchange is made-

The supervisor will report the animal received and the animal given in exchange on Form 939 in duplicate, and accompany the Form 939 with Form 411 fully describing both animals, and send the forms to the district forester who will indorse upon Form 939 his approval of the transaction.

3. When the Service receives a bonus-

The supervisor will report the animal to be received and the animal to be given in exchange on Form 939 in duplicate and accompany Form 939 with Form 411 fully describing both animals and send the forms to the fiscal agent. He will also prepare a Form 861 for the use of the payor in transmitting to the district depository through the fiscal agent the bonus to be paid to the Government for deposit to credit of sale of Government property. When payment is received by the fiscal agent he will show by proper stamp or otherwise upon Form 861 the receipt and date of payment and will then forward Form 939 together with Form 411 to the district forester. Upon notice by the fiscal agent to the supervisor that the money has been received the supervisor will complete the exchange by actual delivery of the animals.

Annual Return of Nonexpendable Property

Annually, on December 31, a property return will be prepared on Form 330, in duplicate, by every custodian (clerk or supervisor)--or member who is accountable for nonexpendable property on the records of the district forester. On this return will be entered the

articles and the number on hand, as shown on the last return, the articles and the number received by transfer or purchase since the last return, the articles and the number disposed of by transfer, by certificate of loss or of sale, and the balance on hand on the date of the return. There will also be entered the normal needs, the number available for transfer or additional number needed.

After the return has been audited and corrected the two copies will be signed by the district forester, who will keep the original, and send the other to the member making the return.

The district forester may waive the making of the complete annual return for not longer than five year intervals, but an annual return must be made covering all articles in which there has been any change during the year in the number charged to the custodian.

Final Settlement

Final payment for salary or reimbursement will not be made to members granted leave without pay, furloughed or separated from the Service by resignation or otherwise, who have been in any way responsible for public property until evidence is furnished to show that the property return of the outgoing officer checks with property on the ground. An executive office making such certification without adequate assurance of the correctness of the return will be held accountable for discrepancies when discovered. The executive officer in charge will be held responsible for notifying the fiscal agent before final payment of salary is made, and before final payment is made on reimbursement vouchers.

FINANCIAL POLICY AND CONTROL

The outstanding fact in the financial experience of the Forest Service is that an appropriation of a certain size has a variable purchasing power. The results produced with an allotment for running a Forest or a project may vary widely owing to difference in managing ability of the men in charge. While it is true that things often can not be done without money, it is also true that the output of desired results by the Forest Service will be determined more by the skill, ingenuity, and determination of its responsible administrators than by any variations which are likely in its appropriations.

There can be no final level or system or standards of financial management in the Forest Service. There must be endless searching by those with financial responsibility for changes which will produce better results. These changes may be in the nature of plain economy, or they may involve the discontinuance of work which has

ceased to justify itself, or closer planning and control of time, or a reorganization of men or methods, or any one of the numerous other changes which come about when sufficient study and effort are put into financial management.

Estimate Procedure

Because of the inevitable change in forms, due to the growth of the Service and the development of its work, permanent instructions regarding submission of estimates are not practicable. Such instructions as may be necessary will be issued annually by the Forester and the district forester.

While for obvious reasons a certain amount of uniformity is necessary in financial forms and systems of control, this uniformity will be held at the necessary minimum so far as Service needs are concerned. Each district forester is encouraged to follow the logical lines of development in financial control that lie ahead of his district. Due care must be taken to avoid transgression of fiscal or administrative rules and to secure special approval for any experiments which require such approval.

Each district forester and supervisor will be responsible for keeping in touch with developments elsewhere and for avoiding the duplication of any experimental work carried on in other places which will, or may, serve his purposes. He will also be responsible for putting into practice in his district or Forest any developments in financial management which have succeeded in other units and are applicable to his own. A reasonable amount of inter-district and inter-Forest travel is an approved means of maintaining the necessary touch with other districts, but such travel is not the only means available. Other important factors are: (1) an attitude of appreciation and interest toward the work of other units. (2) the full use of circulars and similar material which is now regularly circulated, and (3) questions asked and problems discussed by mail. The Forester's office will go as far as possible in helping such interchange of ideas.

Conferences for allotment as well as other purposes are approved as good practice.

Fire Control Funds to be Held for Fire Control

Because of the uncertainty of financial needs for fire control in the spring season, and in order to devote the largest practicable proportion of available funds to protection of the Forests from fire, it is necessary to hold, for fire control work only, those funds allotted for such work at the beginning of the fiscal year. Allotments should be made on July 1, as required for the normal summer and spring fire season. If, for any reason, less

than the sums allotted for P-summer guard salaries and P-summer guard subsistence are spent during the summer season, the balances should first of all be applied on any expenditures for emergency guards during the season. This may be done by (1) paying any unpaid accounts for emergency guards from such GE district balances, (2) transfer of the charge from FF to GE district on any emergency guard vouchers remaining in the hands of the fiscal agent, (3) transfer of the charge from FF to GE district on the books of the fiscal agents or (3) if the balances will be not greater than the amount needed the following spring for emergency fire fighting rations, P-summer balances may be set aside for purchase of such emergency rations in lieu of using them to cover paid accounts for emergency guards. If any balances are left after covering all emergency guard expenditures for the season, (or providing for spring purchase of emergency rations if that is done), such balances should not be diverted to uses other than fire control, but should be held intact for use, if needed, for fire control in the following spring. Such balances may be used before the spring fire season, if necessary for such strictly fire control purposes as fire signs and equipment, and meetings primarily for instruction of Forest officers in fire control technique; provided, however, that unobligated balances remaining in allotments other than for fire control are first exhausted. Provided he has had no call from the Forester for contributions to fire situations existing in other districts a district forester who, after June 1, finds that there are in his district balances from fire control allotments of the preceding summer which he does not need for any fire danger that may arise in his own district during the month, may use these balances for other purposes, such as delayed purchases of urgently needed equipment for administrative uses. Ordinarily, such balances will be used for delayed purchases of equipment urgently needed for fire control rather than for any other purposes.

Principles Governing Expenditures

Constant vigilance is necessary on the part of every individual and every administrative officer to make sure that the miles and travel expenditures per job performed are kept at the absolute minimum by careful planning of travel, by careful planning of work, and by the use of the least expensive means of travel consistent with the interest of the work in hand. It is also necessary to make sure that the jobs for which travel is required are real jobs, necessary, and well worth the time and expense required. It is possible for men to work hard and faithfully by merely going through the motions of traveling from place to place and doing things which are not necessary or not worth doing. It is particularly important that the travel on account of meetings be closely controlled, in order to guard against the danger of unproductive expenditures.

Great care is necessary to guard against the danger of unwarranted expenditures on the maintenance and operation of trucks, boats, automobiles and motorcycles. When there is occasion to use a Government truck, boat or automobile, it should be habitual with the responsible officer to consider the true cost of running the vehicle for the number of miles in the proposed trip and scrupulously avoid any trips which are not clearly in the line of good business.

Overlarge stocks of supplies and equipment, or stocks of unnecessarily expensive quality, are a recognized sign of poor financial management. It makes no difference whether such overstocking is secured by requisition on Service supply depots or by some form of purchase. The necessity of care and judgment in requisitioning equipment, or requisitioning small office supplies, is just as great as though the purchases were made from the allotment of the officer making the requisition. Every time an oversupply of ink is allowed to dry up or freeze or an oversupply of forms becomes obsolete, the purchase of needed field equipment is delayed just that much.

Purchasing is usually not an easy or simple matter. There is room for creditable individual work in even the purchases made by a district ranger, and proportionately larger sums can be saved for one of the many urgent needs of the Service if Forest, district, and Service buying is done with skill and ingenuity.

Purchases of forage should, as a matter of course, be consolidated to the extent that savings can be made, and judgment should be used in buying at the time of year when forage is the cheapest. To the full extent permitted by common sense, horses, when not needed, should be put on pasture or winter feed.

Periods of employment of guards and rates of pay should be watched and so handled that the best results are secured for the least money. This does not necessarily call for shorter periods of employment or lower rates of pay; there is, however, considerable room for creditable work in sizing up and dealing with such things as (1) the need for guards at the beginning and close of the fire season, (2) the use of guards employed for only a few weeks or a month during the peak of the season instead of guards employed for the full season, (3) reduction of rate of pay to correspond with a declining price level, (4) rates of pay necessary to get competent fire guards, (5) the use of cooperators at times of particular danger, (6) offering longer periods of employment at lower wages by switching qualified guards to road or trail crews.

Careful analysis should be made of the way Forest officers are using their time before giving them administrative or other assistance.

The procuring and preparing of wood on official time for headquarter stations when approved by the Forest supervisor should be put on a job basis and so far as practicable should be done at the time of year when it will not interfere with other work. Time of guards and assistant rangers should not be employed on wood cutting for headquarter stations when there is other necessary work for them to do.

Financial cooperation in fire control by private landowners or other interested agencies including those dependent on important watersheds should be developed aggressively.

For use of fire fighting appropriations see page 114.

Methods of Determining Allotments to Districts

Allotments to districts will be based on their comparative needs for the appropriations available, and comparative needs will be determined by every sort of a study which it is possible to make from time to time, of the different kinds of work done, left undone, and needed to be done in different districts. Unit and activity costs will be considered in determining allotments.

Cost of Meals at Ranger Stations

In order to avoid unjustifiable variations among districts, it is necessary to establish a maximum limit on the amount for which reimbursement will be allowed for meals secured by one Forest officer from another. Considering the ordinary costs of food and service and the usual prices charged at hotels on and near the National Forests, fifty cents per meal seems a reasonable limit, and reimbursement should not be claimed for more than that amount.

Subsistence and Lodging

Forest officers and employees, unless it is specifically so provided by the terms of their employment or included in their appointment orders, will not be reimbursed for their expenses for subsistence and lodging or other expenses while at their permanent station or place of employment. They may, however, be reimbursed for their expenses for travel, subsistence, and lodging when absent from their official station on official business.

Per Diem Allowance and Actual Expenses

Except as noted in the following paragraph all travel will be on the basis of reimbursement for actual expenses.

District foresters may make exceptions to the rule of actual expenses in those infrequent special cases in which actual expense

reimbursement is obviously impracticable. An example is where a Forest officer has his family with him while on detail at a Forest or district headquarters and it is impracticable to separate the cost of subsistence of the officer from that of his family. The rates fixed in such an instance should, of course, be reasonable and in conformity with Department instructions. A second exception to the rule of actual expenses is the pack trip per diem. A per diem of not more than \$1.20 may be allowed any Forest officer to cover subsistence from his personally-owned supplies when on trips. Authority for such a per diem will be included in letters of authorization to supervisors, thus eliminating the necessity of individual per diem authorization letters.

Perquisites to Fire Fighters

REG. A-3. FOREST OFFICERS EMPLOYING TEMPORARY MEN FOR FIGHTING FOREST FIRES MAY AGREE TO FURNISH FOOD SUPPLIES AND TOBACCO FOR THE USE OF SUCH EMPLOYEES AND AS A PART OF THEIR COMPENSATION, IN ADDITION TO THE PER DIEM TO BE PAID SUCH EMPLOYEES.

Part Payment in Supplies

REG. A-4.--HORSE FEED, EQUIPMENT, FOOD, ARTICLES OF CLOTHING, TOBACCO, AND OTHER PERSONAL SUPPLIES MAY BE FURNISHED EMPLOYEES ON LUMP FUND ROLLS, THE COST OF SAME TO BE DEDUCTED FROM THEIR WAGES.

All purchases made by temporary employees direct from merchants must be specially authorized on Forms 414 and 414a. These forms register so that in preparing them carbons may be used. Form 414 will serve as a requisition and receipt to the merchant and will be signed by the supervisor or officer in charge and countersigned by the temporary laborer to acknowledge receipt of the articles. It will then be delivered to the merchant furnishing the supplies and by him attached to the Form 5a voucher on which payment is claimed. The supervisor will file it permanently with the memorandum copy of the 5a.

Form 414a will be retained by the issuing officer as a record of the articles furnished temporary laborers in lieu of wages due. This form will be attached by the supervisor to the time slip and filed permanently in the supervisor's office. It need not be signed by the laborer. Upon failure to make the necessary deduction from an employee's wages the Forest officer responsible will be held accountable for the cost of the goods.

Where supplies are issued under Regulation A-4 from commissary stores in the field to temporary employees, the items will be listed in the time book, and when the time slip is furnished to each laborer the items issued to him will be recorded on the reverse of the slip, the statement of time allowed and supplies issued to him to be signed by the laborer.

Where a system of line or subcamps is used, the quartermaster being stationed at the headquarters camp, personal supplies sent out by pack train or otherwise will be invoiced to the camp manager or timekeeper at each subcamp. The invoice received by the camp manager or timekeeper will be returned to the quartermaster. Supplies will be issued to the temporary employees by the camp manager or timekeeper as above, notation being made of such issues on the time book and on the back of the time slip. When the temporary employee presents his time slip to the paymaster the latter will see that appropriate deduction is made on the payroll for personal supplies issued, as shown on the reverse of the time slip. Deductions from wages will be made on the basis of the cost of the supplies or equipment to the Service. Cost of transportation may or may not be included as a part of the cost of the supplies furnished, as the district forester may decide to be administratively desirable.

Form 414b will be continued in print, but will be used only in special cases or under unusual circumstances, where the supervisor may consider it advisable to do so. However, it will not be attached to the payroll and need not be signed by the laborer unless his signature to the time slip is waived.

The paymaster, after completing the payroll, will summarize the issues of personal supplies from these vouchers on a statement which he will certify to and send to the quartermaster.

Purchases made under Regulation A-4 will be stated on Form 5a vouchers in the regular manner; other items will ordinarily be omitted from such vouchers. The vouchers should contain an explanatory statement to the effect that the purchases were made under Regulation A-4 and that as the supplies are issued to the employees offsetting deduction will be made from their wages. The 5a vouchers should be paid from the same appropriation from which the wages of the laborers are payable, and should be charged against Budget expenditures classification number 33.

In exceptional or emergency cases where it is administratively desirable to include commissary items on 5a vouchers with other classes of supplies and equipment, there is no objection to so doing provided the estimated quantity of the total purchased, or the specific articles to be used for commissary purposes, are noted on the voucher.

In taking up deductions on payrolls for personal supplies furnished, notation should appear thereon to the effect that the deductions are made under Regulation A-4.

In order to protect the Government from loss Forest officers must exercise care and judgment in furnishing supplies under the foregoing authority. Where necessary to authorize employees to

purchase clothing and other supplies in advance of commencing work, the value of the supplies should be limited to the smallest possible amount practicable.

By an opinion dated June 15, 1923 the Solicitor held that amounts deducted from wages under Regulation A-4 may be retained in the appropriation from which such wages are payable.

Commissary will be treated as non-expendable property and the district forester will provide an accountability record through which a check of purchases and issues of commissary can be maintained. This may be done by charging each Forest with all items of commissary purchased on ja vouchers. Records of tobacco and food supplies may be kept by value instead of by classes of articles.

Forests will keep a book account of supplies or equipment which will contain a complete record of all purchases and issues under Regulation A-4. Shortages will be charged off only on the basis of the rules prescribed in the property accounting section of the Manual with reference to the loss of nonexpendable articles of equipment regularly provided by the Service. A commissary return should be submitted at the end of the calendar year showing balance on hand at end of previous year; commissary received during the year; commissary issued, and commissary for which relief has been given on Form 858; and commissary on hand.

Under no circumstances will money be accepted in payment for supplies or equipment issued under Regulation A-4.

Purchases from Funds of Contiguous Fiscal Years

When it is desirable to purchase supplies in the spring for use throughout the field season, or when it is desirable to purchase in the spring, supplies to be delivered and ready for use promptly on July 1, certain difficulties arise because the end of the fiscal year comes within the field season. This difficulty may be met as follows:

At any time after the appropriation bill has passed and an allotment has been made for the work in question or is sure to be made, supplies can be ordered for the entire field season, payment to be made from each fiscal year according to the amount of supplies used in that year. Should any of the supplies, after having been placed in the designated points of use on the Forests be used before July 1, the proportional value of such supplies used during the current fiscal year should be vouchered and payment made at once from the funds of the year in which used.

The following clause should be inserted on Form R when dealers are invited to submit proposals:

"The above supplies are for use during the summer field season of _____ (calendar year) and chargeable to appropriations for the fiscal year _____ (current year) or _____ (succeeding fiscal year) according to date of use. The right is reserved to order 25 per cent more or less of any item or items covered by the bids."

Payment for supplies used after July 1 can not be made until that date, but that will usually not be much of a handicap.

Expenses of transportation will be paid under ordinary conditions from funds available for the fiscal year in which the transportation service is rendered. However, this rule may be deviated from when administratively desirable in the case of shipments of supplies purchased on or before June 30 for the service of the following fiscal year, provided that the facts and the amount involved justify the necessary special handling. In each such case the purchasing officer must accompany the memorandum copy of the bill of lading when forwarded to the fiscal agent with a letter explaining the basis on which the transportation charges should, in his judgment, be paid from the appropriation for the ensuing year, emphasizing particularly that payment for the supplies shipped will be made from the new year funds and that the purchases were to fulfill the needs of the new year.

It should be kept very clearly in mind that purchases under the foregoing instructions can not be made until after the appropriation act has passed. When the appropriation act is delayed it is not necessary to await its passage before sending out invitations for bids if a notation is made on the bids that orders for the later fiscal year will be subject to passage of the necessary appropriation act. When such preliminaries are completed it will be possible to place orders immediately upon the passage of a delayed appropriation act.

Purchases at or Near the Close of Fiscal Years

Paragraph 70 of the Departmental Regulations states that "Purchases of supplies at or near the close of the fiscal year for the sole purpose of expending surplus funds shall not be made." For the period June 16 to June 30 the Department Board of Awards will open no bids for supplies, equipment or services to be paid for from appropriations for the current fiscal year, except in cases of actual emergency, any of which must be accompanied by a detailed explanation. The Board will, however, open proposals for supplies, equipment and services to be paid for from appropriations for the ensuing fiscal year.

In the Forest Service the regular appropriations are normally insufficient to permit the purchase of urgently needed equip-

ment and supplies but since such purchases can sometimes be postponed with less loss than would result from failure to meet other emergency demands which arise during the passage of the fiscal year, it is customary to postpone purchases of needed equipment until near the close of the year when other imperative needs have been met and remaining funds, if any are left, can be applied to pressing needs for equipment. Within reasonable limits this practice is good business but financial control by the Bureau of the Budget and the Department must be designed to meet conditions and practices very different from those in the Forest Service which must adapt itself to the form of control regarded as best for Government service as a whole. By careful planning available appropriations can be made to go almost as far in meeting National Forest needs when no bids are handled by the Department Board of Awards after June 15 as if bids were received up to June 30.

The procedure of the Department Board of Awards does not preclude the making of District purchases after June 15, provided such purchases are clearly for the purpose of securing urgently needed equipment the purchase of which has not been possible earlier in the year because of lack of funds.

Acceptance of Bids

District Foresters may delegate to Supervisors the authority conferred upon them by paragraph 73 of the regulations of the Department.

Bids for Indefinite Quantities

When it is good business to do so, bids may be invited for indefinite quantities of supplies. This is not good practice where supplies are needed in any quantity. In such instances it is better business to estimate the quantity needed and ask for bids on the estimated needs with a leeway of 10 or 25 per cent if desired. But when it is a case of small purchases running through a season on which bids for definite amounts could not well be invited, and particularly when bids are invited from local merchants who know from experience what the volume of business is likely to be, bids for indefinite quantities may result in a considerable saving. An indefinite bid is not binding on the successful bidder unless the acceptance of it binds the Service to purchase all the stated materials needed during the period and within the region specified in the invitation.

Purchase of Trees and Shrubs for Planting on Ranger Station Grounds

Fruit and shade trees, grape vines, rose bushes, and shrubbery of a similar character for planting on Ranger Station grounds may be purchased at Service expense.

Horses, Livestock and Motors

REG. A-5. OFFICERS OR EMPLOYEES OF THE FOREST SERVICE OF ANY GRADE OR SALARY MAY IN THE DISCRETION OF SUCH OFFICERS AS THE FORESTER MAY DESIGNATE, BE REQUIRED TO FURNISH SADDLE AND OTHER ANIMALS, OR MOTOR VEHICLES AND EQUIPMENT, NECESSARY FOR THE PERFORMANCE OF THEIR OFFICIAL DUTIES. ALL ANIMALS, VEHICLES AND EQUIPMENT SO SUPPLIED WILL BE FURNISHED UNDER A CONTRACT OF HIRE WHICH WILL BE IN WRITING.

SHOULD ANY EMERGENCY DEVELOP REQUIRING THE USE THEREOF, ANY FOREST OFFICER OWNING ANIMALS, MOTOR VEHICLES, OR EQUIPMENT NOT COVERED BY WRITTEN CONTRACT, IS REQUIRED TO FURNISH SUCH ANIMALS, OR EQUIPMENT AS MAY BE NECESSARY FOR EMERGENCY FIRE FIGHTING, TRAIL BUILDING OR OTHER OFFICIAL USE, AND IN THE EVENT SUCH ANIMALS, MOTOR VEHICLES, OR EQUIPMENT ARE LOST, DAMAGED OR DESTROYED WHILE IN SUCH ACTUAL USE, THE OWNER, UPON PROPER PROOF, MAY BE REIMBURSED THEREFOR UNDER THE PROVISIONS OF THE ACT OF MARCH 4, 1913.

FORAGE, CARE, AND HOUSING FOR ANIMALS WILL BE FURNISHED AND MILEAGE AND HOUSING FOR MOTOR VEHICLES WILL BE ALLOWED WHILE IN USE ON OFFICIAL BUSINESS OR HELD IN READINESS FOR SUCH USE.

Contracts

In so far as may be practicable, animals, vehicles and equipment furnished by Forest officers for official use will be covered by contract on Form 434, Form 436 or Form 435. When such property is damaged or destroyed under circumstances which make it possible to reimburse the owner, the cases will be handled by the District Forester and payment will be made by the District Fiscal Agent, subject to law and comptrollers' decisions.

Cases arising from damage to animals or equipment while being used on official work, which are not covered by contract, must be forwarded as heretofore for approval by the Secretary under the Act of March 4, 1913.

The second paragraph of Reg. A-5 does not contemplate a requisitioning of such equipment but is included to create a contractual basis which will permit reimbursement for losses of equipment not covered by written contract but which may be used for some special need.

Certain Principles Governing Reimbursement for Damage to Forest Officers' Equipment

1. Reimbursement may be made to cover damage to animals, vehicles, bedding, camp equipment, and horse equipment, but will not be made for watches, clothing or other articles of a personal

nature. Necessary equipment covered by the regulation is defined to mean equipment adequate to, and adapted for, the official purpose. District Foresters will define in detail what is necessary for local needs.

2. District foresters will hold supervisors strictly accountable for approving on contracts only those appraised values which are sound and defensible. Values used must not exceed a fair market value of equipment adequate for the work, regardless of what the owner may feel the property is worth to him. As the values of animals, motors, etc., depreciate on account of use and age, the appraised values in the contract should be revised at suitable intervals. No motors should be appraised at more than the market value of Dodge cars of the same age and relative condition.

3. Reimbursement will not be made for damage if due to negligence of the owner and in the case of motor vehicles will not be made in the absence of proof that the damage was not due to failure of some part which was weakened by original flaw or by ordinary wear and tear.

4. Depreciation on account of age or use since appraised value was fixed in the contract must be considered in reimbursing for losses.

Hauling and Mileage

Motor vehicles may be hired from employee owners for hauling at rates to be determined by the responsible administrative officers, (1) when it is to the advantage of the Government to hire their cars in preference to the cars of nonemployee owners, and (2) when no advantage accrues but it is impracticable to hire commercial machines. The rates agreed upon may be by any unit in keeping with local commercial custom.

Such service is not to be classed as "travel." Transportation of employee owners or other Forest officers with incidental equipment or the transportation of small regular supplies must be handled under the authorized reimbursement at not to exceed seven cents per mile.

The determining point is the use to which the car is put, i.e., whether for travel or hauling. If travel, seven cents is the maximum statutory limit; if hauling, any reasonable rate agreed upon by the administrative officer is authorized. Hauling may be construed to mean the transporting of temporary laborers, tools, or supplies provided, of course, that such transportation is the primary purpose of the trip. In the event that one or two Forest officers are transported merely incidentally to the hauling job, such a fact would not necessarily place the use of the car in the travel class.

Accounts for such hauling should be stated on Form 5-A vouchers and should show the purpose for which the vehicle is hired.

Planning and Good Judgment in the Use of Motors

No form of travel is so destructive to good administration if improperly used and yet so valuable in its proper field as the use of motors, including commercial vehicles and those owned by the Government as well as by Forest officers. The careful use of motors can and does accomplish large savings in time and money, and has great value in enabling a given number of men to handle large increases of work. On the other hand, in the very ease and speed of motor transportation lies a danger that the economy and importance of progressive travel will be overlooked. It makes for spotted travel, back tracking, and failure of men to stop when they should. The dominant impulse is likely to be to get there in the shortest possible time regardless of the need for haste. Furthermore, over use of motors means a loss of contact with that part of the Forest which is not close to a road, and such a loss of contact is usually destructive to the work and standing of the officer concerned. The only sure way to avoid criticism in connection with the use of motors is to be certain that the principles of progressive travel are closely adhered to. District Foresters and supervisors will adopt such methods as may be necessary to control the use of motors.

No Forest officer's automobile should be operated on mileage without a speedometer or odometer; Government-owned motors will likewise be equipped with speedometers or odometers in order that miles of use and cost per mile may be recorded correctly.

Forage

District Foresters should establish for the District such procedure, standards, and methods as may be necessary to insure against poor judgment or methods in purchasing, excessive rations, waste in feeding, waste by feeding when animals could as well be on pasture, or by any other means.

While it is important that no unnecessary sums be expended for forage, it is equally important that sufficient forage be furnished to provide for the number and condition of animals which a Forest officer needs to cover his country satisfactorily and at a proper rate of speed. To allot forage for an insufficient number of animals is as wasteful as to permit forage to be wasted.

Practices in other districts should be watched by one or more responsible members of each district organization in order to catch new methods and ideas of value for local application. Each

district is expected to make an effort to correlate and harmonize its practice with that of other districts.

The leasing of agricultural lands in consideration of a share of the crop to be delivered for official Forest purposes is not approved.

Forage should be produced on ranger station lands only when it is most economical to do so. In case of doubt, preference should be given to purchase in the open market to avoid any danger that an unprofitable use of ranger or supervisor time may be required in connection with the production of forage on Government land.

When it is found to be cheaper to purchase forage in the open market than to produce it on Government land which may be available, the agricultural Government land involved should be released from withdrawal for entry under the Forest Homestead Act if the land can be classified as agricultural and is not needed for administrative use of any character. This paragraph does not apply to purchased Forests.

Equipment at Ranger Stations

No rule can be laid down for what should be furnished at summer stations. For dwellings at yearlong stations, Government-owned or rented by the Forest Service, the following equipment only may be furnished:

- Screens
- Window shades
- Cook and heating stoves
- Stove boards
- Kitchen tables
- Cupboards
- Linoleum for floors
- Garbage cans
- Such equipment as it may be good judgment to install for the use of visiting Forest officers.

Water-using equipment is installed as a part of the permanent structure in Government-owned dwellings.

Complete equipment needed for offices is furnished.

Leases

The Federal Real Estate Board consisting of representatives from each of the executive departments and independent establishments of the Government, organized by Circular No. 54 of the Bureau of the Budget, supervises and coordinates all activities connected

with real estate, the procurement thereof, sale or disposal and occupancy under lease. Deeds, abstracts, leases, and other instruments pertaining to real estate will be standardized by the Board.

All new leases, where the amount of rental exceeds \$500 per annum or where the term is for more than one year require the approval of the Surveyor General of real estate. Annual renewals of term leases, which were approved by the Surveyor General of real estate when originally executed, need not be approved by him. Annual renewals of term leases, which were not approved by the Surveyor General of real estate when originally executed, must be approved by him when the rental exceeds \$500 per annum. Other leases may be executed and renewed by the district forester without transmission to Washington.

Only the form of lease approved by the Federal Real Estate Board should be used in preparing new leases.

The following instructions should be observed in executing leases, particularly those leases which have to be forwarded for the approval of the Federal Real Estate Board.

1. The lease shall be dated.
2. The full name and residence of the lessor shall be clearly written in paragraph 1 of the lease.
3. The premises shall be fully described, and, in case of rooms, the floor and room number of each room given.
4. Whenever the lease is executed by an attorney, agent or trustee on behalf of the lessor, two authenticated copies of his power of attorney or other evidence to act on behalf of the lessor, shall accompany the lease.
5. When the lessor is a partnership, the names of the partners composing the firm shall be stated in the body of the lease. The lease shall be signed with the partnership name, followed by the name of the partner signing the same.
6. Where the lessor is a corporation, the lease shall be signed with the corporate name, followed by the signature and title of the officer or other person signing the same on its behalf, duly attested, and if requested by the Government, evidence of his authority to so act shall be furnished.
7. Under paragraph 6 of the lease insert necessary facilities to be furnished, such as heat, light, janitor service, etc.

3. When interlineations, deletions, or other alterations are made, specific notation of the same shall be entered in the blank space following paragraph 11 before signing.

9. If the property leased is located in a state requiring the recording of leases in order to protect the tenants' rights, care should be taken to comply with all such statutory requirements.

Printed lease forms are carried in stock by the Property Assistant.

One original and five carbons should be sent to Washington when leases have to be approved by the Federal Real Estate Board. When approval is secured one copy will be returned to the District Forester.

All leases and renewals will be prepared by the Assistant to the Solicitor in District offices.

In the lease form approved by the Federal Real Estate Board, the 30 day renewal clause authorizing the Government to give notice of intent to terminate a lease was omitted because it was believed that this clause prevented the Government from making contracts as favorable as would be possible otherwise. There is, however, no objection to the inclusion by the Forest Service of a 30 day or 90 day termination notice clause in its leases. The 30 day notice should be used in small and relatively unimportant leases and a 90 day clause used in the larger leases.

Paragraph 5 of the approved lease form may be replaced by substituting as paragraph 12 the following:

"It is mutually understood and agreed by and between the parties hereto that in the event Congress shall within the period of this lease or any renewal thereof make an appropriation from which rental hereunder may be paid, then the passage of such appropriation shall operate automatically, without notice from the Government, to renew or extend this lease or any renewal thereof for the year for which such appropriation is available for expenditure, not extending, however, beyond the thirtieth day of June, one thousand nine hundred and _____."

This is in order to make the lease automatically renewable for a period of years contingent upon the passage of the annual appropriation bill.

In transmitting a lease or renewal for approval by the Federal Real Estate Board, the essential data should be summarized on letterhead paper with five carbons all on regular letterheads. The following form should be used:

Relative to: Renewal of lease or agreement
New lease or agreement

City and State:

Street and Number:

Lessor corporation: Yes
No

State in which incorporated:

Lessor Firm of partners: Yes
No

Name of partners:

Name of building and description of space:

Name and address of lessor:

Rental rate per . . . \$. . . payable

Rental includes items for:

Space to be used for:

Remarks:

Certificate

This is to certify that the premises occupied or to be leased are the only ones available at any place suitable for the purpose intended, and the rental now and heretofore paid or which it is proposed to pay is just and reasonable and the lowest obtainable. This lease, therefore, is necessary and essential and is recommended for the fiscal year ending after a full consideration of all questions involved.

Personnel

Recruiting

REG. A-6--ONLY QUALIFIED CITIZENS OF THE UNITED STATES, WHO ARE BETWEEN THE AGES OF 21 AND 35 ARE ELIGIBLE FOR EXAMINATION FOR THE POSITIONS OF FOREST ASSISTANT, GRAZING ASSISTANT AND FOREST RANGER. SELECTION FOR APPOINTMENT AS FOREST RANGER WILL BE MADE WHEN PRACTICABLE FROM QUALIFIED CITIZENS OF THE STATE IN WHICH THE NATIONAL FORESTS, RESPECTIVELY ARE SITUATED. THESE QUALIFICATIONS WILL NOT BE WAIVED UNDER ANY CIRCUMSTANCES EXCEPT THAT ALL AGE LIMITS ARE WAIVED FOR VETERANS OF THE WAR WITH GERMANY.

As the future of the Forest Service is dependent upon the quality of its personnel, so the quality of its personnel is dependent on the quality of the recruits entering the Service.

While full advantage will be taken of the facilities made available by the Civil Service Commission, the recruiting of guards, rangers, technical men, and others can be greatly aided through the personal efforts of Forest officers. Forest Supervisors are in a particularly favorable position for recruiting, and every Supervisor should consider himself a recruiting agent for the Forest Service.

Supervisors should regularly endeavor to find enough desirable young men to take the ranger examination to more than offset their annual turnover.

The recruiting of guards may be delegated, in whole or in part, to the District Rangers, but the Supervisor should know intimately the kind of men who are being recruited for guard work, and whether they are the best that can be secured under the circumstances. The recruiting of guards is not a job to be done 30 days or less before the fire season. It should instead be a year-long process of searching for and keeping in touch with the best men. When the Supervisor, because of the wider range of his work, has opportunities for selection of guards which are better than those of District Rangers, those opportunities must not be neglected.

District Foresters and Forest Supervisors naturally take the greatest interest and pride in the careers and achievements of men for whose recruiting or early development they have been responsible. It is cause for congratulation when a forest graduates men into supervisor or other responsible positions.

Responsibility of Supervisory Officers for Work of Subordinates

One of a district forester's and other administrative officers' most important duties is to make sure which of his employees

are doing fully satisfactory work and which are not. Employees who are not giving satisfactory service should receive careful attention to the end that, if possible, their work may be brought up to a satisfactory level at the earliest practicable date. Employees who fail, after fair trial, to render satisfactory service should be eliminated from the Service without undue delay by one of the methods open under civil-service law and departmental policy. The district forester can not deal personally with all of the cases of unsatisfactory work which may arise in his district, but he is required to hold supervisors and other subordinates to a strict accountability for carrying out the policy and methods of the Service for dealing with unsatisfactory work. It should be appreciated by all that the standing of the district forester is directly affected by the instances of unsatisfactory work in his district, and the efforts that have been made to remedy them.

District foresters will require that before the beginning of each field and winter season each administrative officer responsible for the work of one or more subordinates should sit down with a list before him of the employees for whom he is responsible, and after reviewing the work of each, decide either that the work of that employee is satisfactory, or that it is not.

If the work of any employee is not satisfactory, the administrative officer should formulate a clear statement of the respects in which the employee's work is not satisfactory. At the first opportunity, the administrative officer should discuss frankly with the employee those points in which his work is not satisfactory, and indicate the specific things which must be done, or the specific deficiencies which must be overcome in order to make the work satisfactory. Frank discussion of these points may lead to an immediate decision as to the need for a transfer to some other assignment, or that the man is not fitted for National Forest work. Memoranda of such conversation should always be made for the record and for the employee concerned.

When the work of any employee is not satisfactory, a definite period of time should be set within which the deficiencies pointed out must be made good or action of some character such as resignation, transfer, etc., will be necessary. This period will ordinarily be the ensuing six months. Only in flagrant or exceptional cases should transfers be made or disciplinary action taken without giving the employee a reasonable time to make good the deficiencies plainly and specifically pointed out, but as a necessary feature of this policy the checking up at the expiration of the probationary period allowed must be thorough and the action then taken consistent with the prior warning.

It is a mistake to believe that the Civil Service Commission will prevent the discharge of an employee for inefficiency. The Com-

mission will never question a separation unless it has reason to believe that a religious or political motive entered into the action taken, or that the employee was the victim of grossly unfair treatment.

The Secretary and the Forester will require a showing that the inefficiency of an employee recommended for dismissal is real; that prejudice and partiality have not influenced the recommendation, and that the employee has been given a fair chance to remove the faults found with his work.

The only exceptions which administrative officers are authorized to make in the application of the Service policy regarding unsatisfactory work is that in exceptionally meritorious cases employees who are not doing satisfactory work because of age or broken health and are doing the best of which they are capable should be carried until eligible for retirement or until recovery of health, at a salary properly adjusted to the work they are able to do.

Authority of District Forester in Personnel Matters

The district forester has authority to make such transfers and assignments of the personnel in his district as he may consider necessary except in the case of assistant district foresters or specialists on the district staff which must be considered and approved by the Forester in advance. With the above exceptions, all other recommendations of the district forester to fill vacant positions in his district will be approved by the Forester and forwarded to the Secretary unless in conflict with Service or departmental policy.

Terms of Service

Every employee entering the Service as ranger, forest assistant or grazing assistant should know certain requirements of the work which he is entering. The important requirements which a new member accepts when he enters the service are:

1. With few exceptions, administrative and technical jobs are traveling jobs in the Forest Service and require absence from home for a considerable portion of the year.

2. All members of the Service under permanent appointment, who travel on the Forests, must provide themselves with a Forest Service uniform of the approved type and will be expected to wear it when in the judgment of the individual, the use of the uniform is desirable for the work in hand. For specifications of uniform see page 35.

3. Technical men who wish to advance to positions of administrative responsibility should acquire the experience to enable them to qualify for appointment as district ranger. A year of successful work as a district ranger ordinarily must precede the advancement of a technically trained man to a position as assistant to a supervisor, or to work as a specialist.

4. While transfers after the first few years of service are avoided as far as possible because of the personal and official losses they entail, it is at times necessary nevertheless to transfer employees, and while every reasonable consideration will be given to personal reasons for not wishing to move, every member of the organization should expect to transfer if Service interests will be served thereby. Frequent transfers in the first years of service are often of advantage to an employee.

5. Whenever it is to the advantage of the Government to do so, Forest officers may in the discretion of the supervisor be required to furnish the horse or motor equipment they need for the transportation of themselves and their personal equipment over the unit with which they are connected.

6. No Forest officer may employ under his direction any of his immediate relatives by birth or marriage in any Forest Service work without first having secured the approval of his superior officer. When it is desired to engage such a relative for Forest Service work a full statement of the reasons why the selection is considered advisable must be submitted to the superior officer in advance. This rule will not apply in case of emergency such, for example, as the suppression of a Forest fire; nor will it operate to prohibit relatives of Forest officers from securing contracts for Government work when such contracts are awarded after competitive bids.

The usual policy will be not to assign a relative under an immediately superior officer even though under civil service appointment.

7. The following rules of conduct are binding upon all employees of the Service:

a. No member of the Forest Service shall, under any circumstances, file or initiate a claim, directly or indirectly, under any of the public land laws, to land within the limits of the National Forests. A member who has secured a claim under any of the public land laws to such lands before its inclusion within the National Forests or before his appointment as a Forest officer will be allowed to perfect his title, but may be compelled to choose between his claim and his position should his duties make it impossible for him to comply with the residence or improvement requirements.

b. No member of the Forest Service may acquire land not included within a National Forest under any of the Federal or State land laws, or have an interest in any associations, partnerships, or company formed with the view to acquiring such lands, if such action might prejudice his standing as a Forest officer, influence his official actions, or tend to bring criticism upon the Forest Service.

c. No member of the Forest Service may purchase private land within or near a National Forest if such action might prejudice his standing as a Forest officer, influence his official action or tend to bring criticism upon the Forest Service.

d. No member of the Forest Service may carry on stock raising or farming operations without specific approval of the district forester, who will approve such activity only where a clear showing is made that it will not interfere with official work of the officer. This rule does not apply to the raising of garden products and animals primarily for the use of the officer and his family with sale of an incidental surplus.

e. No member of the Forest Service shall, as principal, partner, or agent, speculate or be commercially interested in timber or other forest products, or in live stock, or in any ownership or lease of any timberland, or in any lumbering contract or operation, whether on the National Forests or elsewhere, when such action will prejudice his standing, influence his official action, or tend to bring criticism upon the Forest Service.

f. No member of the Forest Service shall, as principal, partner, or agent, be interested in any enterprise which profits by the use of any National Forest on which he is employed or by any investigation or other work in which he may be engaged, except as otherwise provided herein.

g. No member of the Forest Service shall, directly or indirectly, engage in or profit by private business transactions with or receive gifts from a National Forest user or others with whom he has official relations which might influence his official action or tend to expose the Forest Service to criticism. Accepting free board from a timber operator with whom an employee is working, or doing extra work for an operator in return for board will be followed by separation if the employee had been told of the rule against such a course. District foresters will hold supervisors accountable for seeing to it that every new employee has his attention called to the rule.

h. It is improper for any member of the Forest Service to grant any privilege or permit by which he or any member of his family will profit, directly or indirectly. Such permits may be issued only

by his official superior.

i. Whenever in granting a permit or in making any decision or recommendation the good faith of a member of the Forest Service might be questioned, on the ground that the action was influenced by personal friendship, family relationship, or business interests, the Forest officer may refer the case to his official superior when in his judgment this course is advisable in order to protect himself and the Service.

j. No member of the Forest Service shall give or use information acquired by means of his official position to advance the interests of himself, his family, his business associates, or his personal friends over those of other persons.

k. No member of the Forest Service shall engage in any speculation, mercantile transaction, or other activity of a character to engross his attention or to divert it from his public duty.

l. A Forest officer is a representative of the National Government, and as such his acts as a private individual are particularly open to criticism and may reflect on the Service. Consequently, he must set and hold to a high standard of personal conduct and integrity that will safeguard the Service against criticism and embarrassment.

m. The orders prohibiting political activity, which follow, will be strictly enforced.

POLITICAL ACTIVITY.--Rule 1, section 1, of the civil service rules reads as follows:

No person in the executive civil service shall use his official authority or influence for the purpose of interfering with an election or affecting the result thereof. Persons who by the provisions of these rules are in the competitive classified service, while retaining the right to vote as they please and to express privately their opinions on all political subjects, shall take no active part in political management or in political campaigns.

The first sentence of the rule applies to every person in the executive civil service, irrespective of the method of his appointment. The second sentence of the rule applies to all persons holding positions in the competitive classified service, whether the appointment be permanent or temporary in character, and by departmental action has also generally been made applicable to unclassified laborers.

The following forms of activity have been held to be forbidden by this provision:

Service on political committees; service as delegates to State, county, or district conventions of a political party, although it was understood that the employees were not "to take or use any political activity in going to these conventions or otherwise violate the civil service rules;" service as officer of a political club, or as chairman of a political meeting; continued political activity and leadership; activity at the polls on election day; the publication or editing of a newspaper in the interests of a political party; the publication of political articles bearing on qualifications of different candidates; the distribution of political literature; holding office in a club which takes an active part in political campaigns or management; making speeches before political meetings or clubs; circulation of petitions having a political object, of petitions proposing amendments to a municipal charter, of petitions favoring candidates for municipal offices; candidacy for or holding of elective office; accepting nomination for political office with the intention of resigning from the competitive service if elected; service as a commissioner of election in a community where it was notorious that a commissioner of election must be an active politician; service as inspector of election, ballot clerk, ballot inspector, judge of election, or member of election board; or generally any form of activity in political management or political campaigns, though not specifically mentioned above.

Inasmuch as the issuance of a certificate for reinstatement is discretionary with the civil service commission, no certificate will be issued in any case where the party applying for reinstatement has previously resigned with a view of running for office, or with a view of indulging in a degree of political activity which would be prohibited if he had remained in the service, and who afterwards, having failed in his candidacy or having indulged in the contemplated activity, seeks reinstatement.

POLITICAL ASSESSMENTS OR CONTRIBUTIONS.--The civil-service act (22 Stat. 404) provides that "no person in the public service is for that reason under any obligations to contribute to any political fund, or to render any political service, and *** he will not be removed or otherwise prejudiced for refusing to do so." Section 118 of the Criminal Code provides that no Federal officer or employee shall, directly or indirectly, solicit or receive, or be in any manner concerned in soliciting or receiving, any political assessment, subscription, or contribution from any other Federal officer or employee. Section 120 of the Criminal Code prohibits the discharge, promotion, or degrading of any officer or employee for giving or failing to make any political contribution. Section 121 of the Criminal Code prohibits any Federal officer or employee from making any such political contribution to another Federal officer or employee, and section 119 prohibits the solicitation or receipt of any political contribution in any room or building occu-

pied in the discharge of official duties by any officer or employee of the United States, or on other Federal premises by any person whatsoever, whether in the public service or not. In connection with this latter provision, the United States Supreme Court has held that a solicitation by letter or circular addressed and delivered by mail or otherwise to an officer or employee of the United States at the office or building in which he is employed in the discharge of his official duties is a solicitation within the meaning of the law, the solicitation taking place where the letter was received. Section 122 of the Criminal Code provides that whoever shall violate any provision of the four sections above mentioned shall be fined not more than \$5,000, or imprisoned not more than three years, or both.

It is the duty of the civil service commission to see that the civil-service act and rules and the above-mentioned sections of the Criminal Code, which were originally enacted as a part of the civil-service act, are strictly enforced, and it will employ every legitimate and available means to secure the prosecution and punishment of persons who may violate them. The commission requests any persons having knowledge of any such violation to lay the facts before it, that it may at once take action thereon.

Training

The man who is well qualified for his job is an asset of great value to the Service. Training for National Forest work may be gained in many forms of experience, vocation, or schooling, both in and out of the Service. The three fields of training to which consideration needs to be given here are: (1) training in schools and colleges before entering the Service, (2) training at Forest Service camps or conferences for those who are entering the Forest Service, (3) and the training of the permanent personnel through camps, conferences, correspondence courses, or any of the methods which may be used from time to time to enable members of the organization to maintain a steady development of their qualifications for Service work.

Training in Schools and Colleges

The quality of training and inspiration men get at educational institutions will largely determine the scope and quality of the future work of the Forest Service. In the classes of work for which a college training is a net advantage there should be a steadily increasing percentage of college trained men, but this will not bring satisfactory results unless there is the closest cooperation between the Forest Service and the forest schools and other schools from which forest officers are drawn.

It is the policy of the Forest Service to keep in the closest touch with the forest schools and cooperate with them in every practicable way. Forest officers who are experts in their subjects are encouraged to accept invitations to deliver lectures before forestry classes. Constant interchange of printed matter, circulars, and carbon copies of policy letters is urged, and the Forest officers nearest each sub school should usually be responsible for maintaining active relations. Visits of teachers to Forests and visits of foresters to the schools, classes, and camps maintained by forest schools are all important means of maintaining and working relations. Every assistance should be given to the heads of forest schools in recruiting their teaching forces from the strongest men in the profession even when this means the loss of an outstanding Forest officer. The loss will usually be more than compensated for by the quality of college men entering the Service. Forest officers whose work is truly successful are encouraged to accept invitations to teach, and if they later wish to return to the Service favorable action may be expected on their applications up to the limit allowed by law and the requirements of fairness to men already in the Service.

Forest officers can perform a double service by interesting boys in their communities in forestry or grazing courses. Boys from National Forest regions are to be desired as trained foresters or grazing experts.

A final important form of cooperation is in taking forest students into National Forest work during the vacation period. While inexperienced or poorly qualified students should not be placed at vital points in the fire control organization, it should be possible usually to find a way to give vacation employment to enough students to insure that most forest assistants and other technical assistants who enter the Service from the civil service register will have had two seasons experience on National Forest or similar work.

Training for Rangers, Guards, etc., about to Enter on Duty

As soon as it can be brought about every district ranger should, before assignment as such, receive appropriate training in a Forest Service training camp or as assistant to a district ranger, or preferably both. Guards should be given at least three days training before taking their first assignment. Starting with the foundation laid by the committee report on training approved by the Mather Field conference there should be a steady development of methods, skill, and equipment for training new Forest officers.

Training of the Permanent Personnel

The third field is the training of the permanent personnel, and covers a wide range of training needs and activities. The training of the permanent force is not completed when all Forest officers

have had the advantage of a course in one of the Service training camps. There will still remain the continuing need for training through correspondence courses, study clubs and reading courses, all of which should be pushed as an essential activity. There is also the urgent necessity of training for higher responsibility those men who give promise of capacity to become supervisors, assistant district foresters, or district foresters or to take other positions of leadership in administrative or technical work. A good method of training men for higher responsibility as district ranger, supervisor, or assistant district forester is to pick for development one or more men according to the current needs for replacement and concentrate study details, development transfers, attendance at conferences, and other such media of training on these men of the greatest promise. One of a district forester's important responsibilities is the development of methods of giving special training to enough of the most promising members of each grade, from which to make appointments to the next highest grade in responsibility.

A large part of the training of the permanent force must be done by contact of man with man, as of the supervisor with his rangers. The senior employee should always feel his responsibility to explain and instruct while on the trail, on the job, and around the fire at night. Interest in the ideals, traditions, and objectives of the Service is best imparted in this way. The use of plans, standards, and checking up of performance against plans and standards affords the supervisor an exceptional opportunity for training members of his organizations. While the district forester must take leadership in the subject, he must depend chiefly on the supervisor for actual training of rangers in the better ways to use time. The knack and the habit of getting things done can be taught to the best advantage only on the job.

Correspondence courses should be kept close to the job. Interest in correspondence courses can not be kept up if the material studied is beyond the daily work and thinking of the men taking the course.

Each district forester is responsible for the development of the systems of training which seem best adapted to district needs and is encouraged to take advantage of work done along this line in other districts.

In time there should be in print a library of texts suited to the training of Forest officers in their numerous duties.

Promotions

The essentials of good promotion practice are:

1. The best available ratings of personal qualifications and accomplishments.
2. Systematic comparison of the value of different members, and
3. The consideration of the views of employees regarding promotion policies.

Opportunities should be afforded an employee having a doubt or a question about the promotion of himself or others, to express his views fully to some superior officer.

Accomplishment Ratings

Rating systems now in use fail chiefly because they rate on qualifications alone, rather than on qualifications and actual accomplishment. Qualifications are usually a good index to accomplishment, but qualifications and accomplishments are far from being the same thing; it is accomplishment rather than qualifications that needs to be judged and rewarded.

The district forester needs to keep informed regarding developments in personal accomplishment ratings in other districts and should encourage his organization to take an active interest in the developments that seem most logical and promising for the district.

Attitude Toward Men Who Leave the Service

To have Forest officers called to places of greater usefulness than are open to them in the Forest Service is the best evidence of high quality in the work and personnel of the Service. When former employees wish to return to the Service they may expect an attitude of welcome, but every case must be dealt with on its particular merits, and no one can expect to be taken back unless there is a bona fide vacancy open which he is better qualified to fill than anyone available in the Service. Reinstatement is also limited by civil-service law and regulation.

Free Service by Forest Officers

The Forest Service wants to pay its way and does not favor the use without reimbursement of horses, vehicles, etc., belonging to Forest officers for work outside the transportation of the owner and his own equipment in his official work. It is not intended, however, that every incidental use of such private equipment shall be paid for.

CARRYING CONCEALED WEAPONS

Forest officers have legal authority to carry concealed weapons, if necessary in the discharge of their duties, and in doing so are not subject to the state laws on the subject.

Jury Service

In paragraph of the departmental regulations it is set forth that under existing law, employees while on jury service will be required to take annual leave or leave without pay, but can not be compelled to perform jury service if it will interfere substantially with their official duties. Procedure is prescribed for securing exemption when interference with official duties will result.

Care should be taken to avoid abuse of the authority to secure exemption from jury service. It is desirable that Forest officers discharge this duty of a citizen although such service will involve some personal financial sacrifice. Release by the court should not be requested unless material injury to official work will result, or unless there are other reasons which it would be proper for any citizen to advance.

Annual Leave

Authority to Approve Annual Leave

Forest supervisors and district foresters are authorized to approve requests for annual leave from members of their organizations.

Applications from members of National Forest organizations should be submitted in duplicate to the supervisor on an "Application for leave" form. The supervisor will approve or disapprove the request and, if approved, retain one copy in an attention file and return the other to the Forest officer concerned. The Forest officer will complete and sign to indicate the date returned to duty and send to the supervisor, who will file it behind the member's leave card and return the other copy for the officer's files.

A supervisor may take annual leave for a period of three days or less, without first securing the consent of the district forester; but report should be made to the district forester on the leave form. If he desires to take more than three days annual leave, he should submit an application in duplicate to the district office and obtain permission to take the leave before the date on which it begins. An approved copy of the application will be returned to the supervisor, who will fill in the date of returning to duty and retain it in his files after the proper entry has been made on his leave card.

Policy Regarding Annual Leave

The best interests of the Service are not served in normal times by overtime work and doing without proper rest and recreation, but rather by good planning, perfection of methods, expert skill and resourcefulness in the varied work there is to do. The privilege of taking annual leave is one that should be taken advantage of each year by Forest officers insofar as practicable.

Except in emergencies, Forest officers should not expect to obtain annual leave nor superior officers grant it during seasons of the year when their presence on duty is particularly needed or when work is at a peak; but it is the policy of the Service to encourage employees to take annual leave when absence will least interfere with official work.

Policy Regarding Leave Without Pay and Furloughs

Attendance at school and colleges and educational travel are heartily approved, and leave will be granted for such reasons unless more than ordinary inconvenience to Service work will result.

Applications for leave to secure rest, change, or new experience, are regarded favorably, although each application must be considered in the light of the effort and achievement of the applicant, and the resulting effect on official work.

Applications for such leave are not regarded with favor when made for the purpose of doing outside work or to retain a connection with the Service while trying out a new job which may not prove permanent.

No man should ever be furloughed as an alternative to the handling of his case by the usual methods for dealing with unsatisfactory work. Except in case of disciplinary action, furloughs should be given only when there is lack of work or lack of money. Furloughed men must be given preference when work or funds increase again.

Compensation for Injuries

The Federal compensation act approved September 7, 1916, makes provision for the payment of compensation to employees of the Government for disability or death resulting from personal injuries sustained while in the performance of their duties, except when the injury or death is caused by the willful misconduct of the employee, or by the employee's intention to bring about the injury or death of himself or of another, or when intoxication of the injured employee is the proximate cause of the injury or death. The act also provides for reasonable medical, surgical, and hospital services and supplies,

for transportation if necessary for the securing of the proper medical, surgical, and hospital treatment, for transportation of body of resident of United States dying away from home station, if relatives desire it, for burial expenses not to exceed \$100, and for compensation to dependent relatives if death results from the injury. Compensation is paid from a separate fund created by the act and designated the employee's compensation fund. No compensation is paid for the first three days of disability. The rate of compensation paid to the injured employee during disability or to his dependent relatives in case of his death is limited to two-thirds of his monthly pay, with the proviso that in no case can such rate of compensation be more than \$66.67, nor less than \$33.33 per month unless the employee's monthly pay is less than \$33.33, in which case the full amount of his monthly pay is paid as compensation.

The United States Employee's Compensation Commission, which administers this statute, has issued complete instructions governing the procedure of employees entitled to take advantage of its provisions. These instructions are furnished to all administrative and executive officers.

Use of Transportation Requests for Injured Employees

When an employee of the Department in the field service is injured in the performance of official work and it is necessary to send him by train or boat to a U. S. Medical officer or hospital or a designated physician or hospital (or when these are not available to an undesignated physician or hospital) for treatment, Department of Agriculture transportation requests may be used for the purpose, changing the billing instructions to read "U. S. Employees Compensation Commission, Washington, D. C." This authority applies only in cases of accident; the requests will not be used for securing medical treatment in cases of illness, unless the claim has previously been approved by the Compensation Commission.

Agriculture transportation requests may also be used to transport a body in the event of death resulting from injuries sustained in the performance of official work away from official station in cases where death immediately follows the injury. In other cases the consent of the Commission must be obtained, which may be handled by wire through the bureau concerned. Requests will not be used to provide transportation for a person accompanying the body. Travel expenses of a person accompanying a body are not allowable except in cases where it can be shown that the railroad would not accept the body unaccompanied.

Immediate Relief for Employees

Medical supplies, services, transportation, and other assistance necessary for the immediate relief of employees engaged in any

hazardous work under the Forest Service may be provided from Forest Service funds.

Personnel Procedure

Civil-Service Eligibles

When appointments are required from any civil-service register, except for forest ranger and assistant forest ranger, the certification of eligibles will be secured from the Civil Service Commission by the district forester through the fiscal agent. Certificates which list all ranger eligibles are issued by the commission as soon as the examination papers are graded. A separate certificate is issued for each National Forest headquarters at which examination was held, and this certificate lists in the order of their ratings the eligibles who are legal residents of the State or States in which the National Forest is situated, and who took the examination at that forest headquarters. Whenever any forest certificate contains less than three names the selecting officer may be authorized by the district forester to make a group of three by drawing the highest name or names from the certificate of any other forest within the same State. In addition to the certificates for the individual forests within the State a supplemental certificate is issued for each State, and this gives the names of all the nonresident eligibles who took the examination within the State for which the certificate is issued. This constitutes an auxiliary register, and selection will be made from it only after all the eligibles on the individual forest certificates have been considered in accordance with the civil-service rules. The procedure in handling certificates of eligibles, for either permanent or temporary appointment, as given in Departmental Regulations must be followed strictly.

When Names on Certificate may be Passed Over

If an eligible refuses to accept an offer of employment on the forest for which he was certified, he need not be considered further. If no vacancy exists on the forest for which he was certified and he refuses to accept one of three offers of employment on other forests in the same State, he need not be considered further for employment on any other than the forest for which he was certified. Preliminary notice of cases of elimination for refusal to accept appointment must be given at once to the Forester through the district forester. In like manner, when an eligible has been considered in three separate groups of three, as required by the regulation, and not selected, further consideration of his name may be omitted. When it has come to the knowledge of the Forest Service since the date of the examination that an eligible was dismissed from the public service within one year next preceding the date of his application; that he is physically or mentally unfit for the position for which he applies; that he has been guilty of criminal, infamous, dishonest, immoral, or notoriously disgraceful conduct;

that he intentionally made a false statement in any material fact or practiced any deception or fraud in securing examination, registration, or certification; or that he habitually uses intoxicating beverages to excess, his name may be passed over temporarily, pending the decision of the commission as to the validity of the objection, but the facts must be reported at once to the Forester through the district forester.

Letters Recommending Personnel Changes

Letters of recommendation to the Secretary of Agriculture, for the signature of the Acting Forester, should be prepared on Form 73, with black record ribbon, with three carbon copies. The original recommendation and two carbon copies will be sent to Washington, and the third carbon held by the district fiscal agent in a waiting file. If any change is made in the recommendation as submitted, a carbon copy showing the change will be sent to the district fiscal agent. If, however, the letter is signed as submitted, a carbon copy stamped with the signature of the Acting Forester will be returned to the district fiscal agent for substitution for the waiting file carbon, which will then be destroyed.

Recommendations should always be written on letter paper headed: "United States Department of Agriculture, Forest Service." In every case these letters should be prepared without date. When the notification of action signed by the chief personnel officer of the department is received it will be forwarded to the fiscal agent which will constitute notice that the action recommended by the Forester has been taken.

Recommendations by supervisors for appointment and change of personnel status should be forwarded to the district forester as long as possible in advance of the desired date of effectiveness.

Probationary Period - Action Required

1. Reports on probationary services are required at the end of the sixth, ninth, and eleventh months for logging engineers, forest assistants, grazing assistants, and rangers, and at the end of the first, third, and fifth months for all other positions. The probationary periods are 12 months and 6 months, respectively, for the two classes mentioned.

2. If the services are satisfactory, make a statement to this effect under Question 8 in the prescribed form, but if not, give a concise statement of the respects in which the services are deficient.

3. Make a definite statement under Question 9 in the final report as to the probationer's fitness for absolute appointment.

If the statement is adverse, forward a formal recommendation with the final report for the termination of the appointment. The reasons given must be in exact accordance with the statements in the final report. The probationer should be advised of these reasons in writing by his immediate supervisory officer, and that the termination of the probational appointment is being recommended, effective at a date named, three copies on white paper to be forwarded with other papers to the district forester who will transmit two of the copies with recommendation to the Forester. Time must always be given for the Department to terminate the appointment and for notification of this action to reach the probationer before the probationary period expires.

Termination of Appointments of Temporary Employees

When the termination of the appointment of a temporary employee under formal appointment is recommended because of the completion of the work for which he was engaged and not because of inefficiency or misconduct, give the following reason in the formal recommendation: "The services of this temporary employee are no longer needed because of completion of work." When the action is recommended because of misconduct or unsatisfactory service give the following reason: "The termination of this temporary appointment is recommended because the employee's services are unsatisfactory in the following respects," adding a concise explanatory statement.

Resignations of Permanent Employees

Recommendations for the acceptance of resignations should state whether the resignation is voluntary or is submitted in preference to answering charges.

When the separation of a permanent employee is necessary because of misconduct or inefficiency which does not justify his dismissal if he is willing to resign, he should be informed of the respects in which he is deficient, and, at the same time, that before final action is taken he is entitled under the law to have charges preferred against him and an opportunity to answer them; that without prejudgment of the case the usual course of charges and answer will be pursued if he so prefers, but that, in view of his previous record, if his resignation is voluntarily tendered, its acceptance by the Secretary will be recommended; that on the other hand, if he prefers not to resign he will not be prejudiced thereby; that a recommendation will be made to the Secretary that formal charges be preferred against him; and that if this recommendation is approved and such action taken he will have a full opportunity to submit a full answer to the charges, the answer being considered on its merits by the Secretary before a conclusion is reached. If the employee resigns the reason given should be as follows: "This resignation is

submitted in preference to answering charges which would otherwise be necessary because of the unsatisfactory character of the employee's services in the following respects:" adding a concise explanatory statement and forwarding, in duplicate, all administrative correspondence in the case, including a memorandum of any conversation that may have taken place regarding the matter. Whenever practicable, the resignation should be made effective far enough ahead to enable the Secretary to consider the case before the date set in the resignation.

Disciplinary Measures

REG. A-7.--WHENEVER THE INTERESTS OF THE GOVERNMENT REQUIRE IT, THE FORESTER, DISTRICT FORESTERS, OR FOREST SUPERVISORS MAY RELIEVE A SUBORDINATE OFFICER OR EMPLOYEE FROM DUTY AND MAY ORDER HIS PAY WITHHELD PENDING ACTION BY THE SECRETARY OF AGRICULTURE SUSPENDING, FURLoughing, OR DISMISSING HIM FROM THE SERVICE. SUSPENSIONS, FURLoughS, OR DISMISSALS ORDERED BY THE SECRETARY MAY BECOME EFFECTIVE, WITH LOSS OF PAY, FROM THE DATE UPON WHICH THE OFFICER OR EMPLOYEE WAS RELIEVED OF DUTY.

No final separation from the Department will be made until the action has been ordered by the Secretary of Agriculture.

Purpose of Disciplinary Measures

Action in cases of inefficiency or misconduct is necessary in every organization. The purpose of disciplinary measures in the Forest Service is not the infliction of punishment or to obtain satisfaction for any error or injury on the part of an employee, but the maintenance of high standards of conduct and effectiveness throughout the organization, and the retention of public confidence in its integrity and efficiency. Every supervisory officer is responsible for taking or initiating such disciplinary measures as are necessary to fully maintain the principle that misconduct or inefficiency which go beyond the limits of reasonable human frailty will meet with disciplinary action which while fair and consistent will nevertheless be prompt and effective. In considering disciplinary measures, when there is a conflict between what is necessary to protect the personal interests of the individual and what is necessary for the best interests of Forest Service work in the long run, the decision should always be on the side of Service interests.

Reprimand

A formal written criticism or reprimand should be made for misconduct or negligence which is more reprehensible than that which can be orally reprimanded, yet not sufficiently censurable to demand a more severe form of disciplinary action.

Disciplinary Transfer

When the conduct of a Forest officer has rendered it difficult or impossible for him to give the service which his superior officer has a right to require or to hold the full confidence of the local public, but has not destroyed his value to the Service in another position or on another forest, he may be transferred.

Disciplinary Furlough

In cases of misconduct which warrant more than a reprimand but where the offense is not sufficiently grave to justify demotion or removal from the Service, forest officers will be furloughed without pay for a period of not less than 30 days nor more than 90 days, as the seriousness of the offense may warrant; but this action must not be taken until the reasons have been approved and the action ordered by the Secretary of Agriculture.

Demotion

In general, an officer or employee will be demoted only as the result of his inability to perform properly the duties of his position. In some cases, however, demotion is required as a penalty for gross negligence or serious misconduct on the part of an officer in a responsible position, where the officer's action does not destroy his usefulness to the Service. Demotions may be made in grade or in salary, or in both.

Suspension

In case of particularly flagrant misconduct by a member of the forest force which would render his retention in a duty status detrimental to efficiency or otherwise be prejudicial to the interests of the Service, the supervisor may relieve him from duty immediately (Reg. A-7), at the same time reporting the circumstances in detail to the district forester, with definite recommendations for suspension, furlough, or dismissal. Ordinarily, however, the supervisor should first report the facts to the district forester, recommending a suspension pending further investigation or the final disposition of the case. If the district forester approves the recommendation of the supervisor, he will immediately forward to the Forester a recommendation for suspension or furlough without pay or for dismissal by the Secretary of Agriculture, giving a full statement of the facts.

In cases of impending suspension or dismissal great care should be exercised in certifying salary payments. Pay must not be certified beyond the period of actual services, or be certified until the interests of the Service are protected.

Removal

Removal is the extreme administrative penalty. A recommendation for removal should be supported by convincing evidence and a complete history of all the circumstances which led up to it. In cases of inefficiency there must be a clear showing that the employee has had his faults pointed out to him and an opportunity to correct them.

Falsification of Records

By Act of Congress, approved March 4, 1911, falsification by a Government employee of any records with intent to deceive, mislead, injure, or defraud the United States or any person is made a felony. The following acts have been construed by the Secretary of Agriculture as coming within the scope of this statute:

1. Knowingly submitting, certifying, or recording accounts covering the cost of materials or services which are stated in such a way as to conceal the real object for which the expenditure was made.

2. Submitting, certifying or recording any account covering the cost of materials or services when in fact it is known that the materials were not furnished or the services were not rendered on the dates, or at the prices, or in the manner specified.

3. Preparing, certifying or submitting any report or statement which is misleading, either by purposely omitting essential facts, juggling figures, or stating as facts what is known to be untrue or not warranted by data at hand.

Any official statement in writing regardless of its form is a "record" within the meaning of the act; and all employees of the Department concerned in its preparation, certification or authentication, knowing it to be false, can be held responsible.

Falsification of records is illegal; it is in violation of the traditions of the forest Service; and it will not be tolerated in any form. The fact that a record was falsified with the intent to advance Service interests will not excuse anyone. Real advance of Service interests is not gained in that way.

Payment of Debts

Dishonest debtors are undesirable as employees, and in such cases disciplinary action should be initiated. However, the evidence must be clear. Charges may be preferred against employees who bring the Service into disrepute by failure to satisfy their creditors. The Service can not act as a collecting agency, confin-

ing its activity in these cases to acknowledging receipt of complaints, calling the matter to the attention of the employee, and investigating the employee's fitness to remain in the Service.

If honest debts affect the value of a member of the Service, the case becomes a personnel matter and his superior officer may require him to submit a statement of his financial condition and carry out some scheme of monthly payments until the debts are extinguished, or adopt some other plan which will bring about satisfactory results from a personnel standpoint.

PROTECTION OF THE PUBLIC HEALTH

See Reg. T-3-D

Every precaution must be taken by forest officers to protect the public health. All persons on National Forest lands are liable to trespass proceedings if unsanitary conditions result from their presence.

The main danger to be guarded against is that of typhoid fever, resulting from toilet accommodations which drain in to waters used for domestic purposes and from the exposure of organic refuse to flies.

In large or permanent camps latrines must be dug in suitable locations remote from the water, and disinfectants should be used freely. All camp refuse must be disposed of, either by burying or burning. In small temporary camps suitable precautions should be observed, and refuse of all kinds must be kept well away from the water. The carcasses of all dead animals which are a menace to public health should be buried or burned. (See Reg. G-14.)

COOPERATION

It is the policy of the Forest Service to cooperate as far as its resources, the urgency of its regular duties, and the statutory limitations upon its activities will permit, with Federal and State agencies and owners of private lands in any manner that tends to promote better management of forest or grazing lands or that will bring about better fire protection; also with colleges, schools, and other educational institutions and organizations giving instruction in management of forest or grazing lands. As a general principle, cooperating agencies will be required to reimburse the Forest Service for or pay directly their share of the costs of such cooperative work. In cases where the Forest Service has a fairly direct interest in the results, members of the Service may, with the approval of the

district forester, be detailed and their salaries paid by the Forest Service to give demonstrations in marking and other forms of Forest management or in grazing management, or to deliver lectures or otherwise take part in educational work. Ordinarily in such instances the cooperators will be required to pay the expenses of the member so detailed.

FIRE CONTROL

Objective in Fire Control

The objective in fire control is to reduce to a minimum the sum of the cost of primary fire control or fire prevention, the cost of fire suppression and the damage caused by fire. This objective can be reached by reducing to a minimum the following items:

1. Number of man-caused fires.
2. Per cent of Class C fires.
3. Acres burned over.
4. Cost of primary control or fire prevention.
5. FF expenditures.
6. Damage.

To bring about decreases in the foregoing items, common sense and energy must be put into the perfecting of a multitude of details which in the aggregate determine the success or failure of any administrative officer in fire control on the unit for which he is responsible.

Minimum Requirements

The district forester is responsible for bringing about the accomplishment of the minimum requirements listed under the following marginal headings from "Plans" to "Signs" inclusive, on all forests which in his judgment have sufficient fire business to warrant the preparation of a detailed fire plan, fire atlas and the application of the other minimum requirements. Such forests will, for convenience, be referred to as fire forests.

Plans

Fire control will be provided for in work plans by the following method:

1. Annually the supervisor and his district rangers will sit down together with the latest fire plan outline or list of things of importance to fire control, together with all available records and statistics.

2. Each individual job will be listed which needs to be done to bring fire control on the forest up to an acceptable standard.

3. Each job so listed will be placed in the work plans in such a way that it is clear when, where, how, and by whom it is to be done.

4. Jobs, other than fire, having also been listed and placed in the work plan in the same way, plans will be made for doing as many fire and other jobs as possible on each trip or each day.

5. Fire and other jobs will be correlated by dovetailing them together in accordance with the best practice in planning and the established priorities of each class of jobs.

Form of Plans

The fire plan will take the following form:

1. The fire atlas.
2. The plan of action.
 - (a) The permanent fire plan with annual and emergency adjustment.
 - (b) Letters of instruction.

The Fire Atlas

The fire atlas is the reservoir of basic data from which the plan of action is drawn. It is kept by the supervisor and is subject to constant addition and revision. It should include not only maps and cumulative statistical tables, but also such additional basic data as may be pertinent to local conditions. It may contain explanations or reasons for doing the things listed in the fire plan.

As a minimum requirement, the atlas should contain the following, maps being made from the best available data.

1. Volume of Work Map

- a. Showing starting point of fires separately, - A's, B's, and C's.
- b. Lightning zones.
- c. Camper zones.
- d. Incendiary zones.
- e. Others if needed.

2. Hazard Map

Show all fires over 40 acres in actual area by years.

3. Visibility Map

Showing visibility of country from lookouts and classifying visibility of the areas covered into:

- a. Direct
- b. Indirect
- c. Blind.

4. Hour Control Map

When it will be helpful in making and checking distribution of firemen.

5. Improvement Map

Diagram of communication and transportation system.

6. Statistical Record

- a. Summary of individual fire reports (optional with district forester).
- b. Cumulative record by years of data shown on supervisors annual fire report on standard form.
- c. Cost of fires by classes and annual cost of fire control on Form A.
- d. Analysis of man-caused fires on Form B. (optional with district forester).
- e. Ten day statistical record on Form C. (optional with district forester).
- f. Ten day record by classes and causes on Form D.
- g. Detection record on Form E.
- h. Elapsed time record summary sheet on form J.
- i. Current annual record of man-caused fires and law enforcement cases.

Sheets F to I inclusive of the elapsed time series are essentially work sheets which may be used for recording elapsed time as the district forester may direct.

The Plan of Action

The permanent plan is the program of attack and plan of action to be followed in protection against and suppression of fires. Accordingly, it should contain only clear-cut, concise statements free from all argument, and be as brief as possible. It should avoid general statements, and as far as possible, should outline for each man on the forest exactly what his job is so far as fire is concerned, and insofar as practicable, what he is to do under any set of circumstances. In matters where it is impracticable to lay down just what

each man is to do under any set of circumstances, lists should be built up indicating what experience has shown to be good or bad practice, or check lists reminding officers of points that might be overlooked. It should be adjusted annually as to material which changes from year to year, such as (1) lists of per diem or cooperative guards appointed; (2) special temporary arrangements for carrying out cooperative agreements; (3) man power and location of trail crews placed for fire duty; (4) lists of man power or transportation equipment available for the year.

The plan will be subject to revision as the fire organization is improved or refined from time to time or as conditions change. Much of the material included in the plan may be in the form of tabulations, maps and charts, as for instance, the organization map, man power available at various places, transportation and supplies available, etc.

Because of the danger of Forest plans becoming stereotyped, it is not considered advisable to issue sample plans to the field, and because of the diversity of conditions on different Forests, a sample plan is not considered feasible. Instead, a list of points to be considered will be issued by the district forester. Such a list is a compilation of elements to think about and choose from in building a plan, although not all the points will be applicable to any one Forest.

The plan for emergency periods should be included in the regular fire plan, or be added as a secondary part of the plan. Usually the location of additional men and resources of equipment and fire fighters may be shown by symbols on the diagrams and maps and on the organization chart. The danger of failing to recognize what extreme fire years mean should be guarded against carefully. Such seasons may be five, ten or forty years apart. When they come, all the work of years may be destroyed in a few weeks. Such seasons call for an entirely different handling of fire control forces. All sorts of measures which are not ordinarily used must be called into play in such extreme seasons. When the emergency arrives, there is no time to search out and organize the measures and resources which might be drawn upon. Unless the responsible officers have studied the problem and prepared in times of ordinary or no fire danger, the extreme season will find them unready to use the resources they have.

Letters of Instruction will constitute a part of the plan. The plan itself will ordinarily constitute all of the ranger's instructions. Letters of instruction will ordinarily be issued to the special protective force only. Written instructions plus necessary organization charts and maps will ordinarily constitute the guard's plan.

All firemen and lookouts will be given written instructions in accordance with the approved Mather Field report.

Portable Phones and Field Work.

Portable telephones will be supplied where necessary, and dispatching systems so arranged that district rangers may spend a large portion of their time in the field during the fire season and still keep in touch with the fire situation by phone.

Guard Training

At least three days training will be given to all untrained fire guards. Subjects in which training is given and methods used will be checked in advance by the district office to insure that the best ideas of the district are taken advantage of on each Forest.

Inspection Outlines and Frequency

To insure that fire inspection is neither perfunctory nor too costly, all inspections by district ranger, supervisor and district forester will follow an outline approved by the district forester. Frequency of fire inspections in ranger districts, Forests and National Forest districts will be controlled by frequency standards worked out for each unit and approved by the district forester.

Fire Maps

For all Forests where fire control maps meeting the specifications adopted by the Mather Field fire conference are not available, the fire map program adopted at Mather Field will be pushed aggressively until satisfactory maps are secured.

Analysis of Man-Caused Fires and Focus of Educational Work

Man-caused fires for each Forest and each district will be analyzed and studied each year by the responsible officers, the ultimate cause of each class of such fires determined, and the best places found to focus educational and publicity efforts for the purpose of reducing the number of man-caused fires. The programs resulting from such analysis and study will be aggressively carried out.

Elapsed Time Standards

Elapsed time standards will be established and tightened up from time to time until standards are reached which are considered to be the best that is practicable in the administrative unit to

which each standard is applied. A continual process of inspection, analysis of variations from the recognized standard, commendation for good work and disciplinary measures for failure will be kept up by the supervisor's and the district offices.

Cooperation

A program for aggressive development of cooperation will be formulated for each Forest and each National Forest district. The program should be based on consideration of the following elements and should include definite plans for any action the need for which is disclosed by such consideration.

1. Early each season definite agreement should be entered into with available and competent local men who may be needed for fire fighting. Men who may be needed as straw bosses and foremen should be given particular attention. It is well to have written agreements with foremen and straw bosses.
2. Nonresident owners of over 160 acres of timber or brush land within or adjacent to National Forests should be induced to cooperate financially either through membership in an association or by cooperative agreements directly with the Forest Service. Areas on which private logging operations are under way may be included or omitted according to the circumstances in each case.
3. The cooperative protection should be so handled that when the work is completed, cooperators' expenditures per acre will not be less than the expenditures per acre of the Forest Service. Where cooperators are not landowners (municipalities, agricultural associations, etc.) and the cooperation is solicited and given on the grounds that additional protection is necessary, such funds should be actually expended in giving that additional protection. When a cooperative landowner is not satisfied with our standard of protection and contributes additional funds, such additional funds over and above his pro rata share of the cost of protection must be expended in the direct protection of his lands.
4. In the case of large landowners, agreements for the protection of their lands should provide for the payment of their pro rata share of the actual cost of primary protection and suppression; but in the case of small owners, and large owners who, after solicitation, refuse to cooperate on any other basis, agreements should provide flat rates per acre, based upon average protection and suppression costs for a reasonable term of years. Payments should preferably be made in advance for both classes of owners, although it is permissible in the case of large owners to permit the cost of suppression to be met after the close of the season or as expenditures are made. Amounts not needed during any fire season may be refunded at the close of the season. Businesslike statements should

be given cooperators at the close of each season, presenting in a suitable form an account of the work which has been done and the money which has been expended.

5. All receipts for fire suppression, whether based upon actual costs or flat rates, must be used for that purpose, either by direct payment or by deposit to the credit of FF or by the use of a corresponding amount of money from the cooperative fund for the payment of fire suppression bills or for other authorized uses of FF.

6. For the purpose of determining the cost of protection to be provided on an acreage basis between the Forest Service and co-operating private landowners, the following elements should be included:

- a. The entire time of short-term protective force, including telephone operators.
- b. Time of remainder of forest force spent on fire control, including planning and organizing fire control.
- c. Cost of travel and subsistence of entire Forest force while engaged in fire control.
- d. All forage for animals used primarily for fire control and a portion of the forage for entire Forest force, corresponding to the portion of time of these men spent on fire control.
- e. Purchases, maintenance and operation of all motors, horses and other equipment required for fire control.
- f. Construction of improvements to be made during the period the rate will obtain, and maintenance of all such future and existing improvements required for fire control.
- g. All fire suppression costs.

7. There is no absolute method of determining the amount of cooperation to be solicited from such beneficiaries as municipalities, water users, and others owning no lands, but we should be guided, first, by the interests at stake; second, need for protection; and last, but not least, by the financial ability of the co-operator.

8. In order to secure moral and physical cooperation from residents and settlers, their interest in protection must be aroused through personal contact by rangers and other Forest officers, supplemented by educational work such as exhibits, newspaper support, etc.

Fire Law Enforcement

All Forest fire laws should be strictly and impartially enforced by Forest officers on areas within or adjacent to the National Forests. Each District Forester will issue fire law enforcement instructions for his District which will insure that for every man-caused fire there shall be a trespass case or that every practicable step has been taken to discover and prosecute the person responsible for the fire if there has been a violation of law.

All cooperating agencies should be urged to enforce forest fire laws actively.

The responsibility for law enforcement should rest squarely on local Forest organizations. District office specialists in law enforcement should be retained only as long as necessary for training of Forest officers and other special work.

Cordial cooperative relations should be established by local Forest officers with peace officers of county and state, preferably through personal contact.

The United States Government stands on essentially the same footing as a private citizen in its legal rights to recover losses through injury to its property or enforced expenditure of its funds for which private parties are responsible under the law. As custodian of Government property and certain Government funds, the Forest Service has an obligation to recover from any one liable under the law and evidence when a fire has destroyed National Forest resources or compelled the expenditure of National Forest appropriations.

The Service can not waive a portion of an existing liability. If a person or firm is liable to the United States for a certain ascertained loss, he is liable for all of it. If he is not liable for the acts occasioning the loss, no amount whatever can be legally charged against him. The course of the Service in this matter must be predicated upon legal liabilities; and under its obligation as custodian of Government property and funds, it is not justified or permitted under the law to waive a portion of the liability. Neither would the Service be justified or consistent with its legal obligation if it waived a legal right to obtain settlement for damages because of the care or diligence of the trespasser in his past relations with the Government as regard fire prevention. Such facts

may not be taken into account by the Service in reaching administrative decisions as to whether an attempt to recover damages shall be made.

The matter of negligence must, of course, be established in conformity with legal precedents before the responsible officer decides that a trespass has been committed. We can not, however, go into the degree of negligence. Under the common law, negligence must be established or the allegation of a trespass will not be sustained; but the fact that a fire started by a certain individual escaped, is by some state laws made *prima facie* evidence of negligence. This casts the burden on the defendant of showing that he exercised due care in order to escape being charged with liability. The person who built the fire may have used no care at all or he may have employed a considerable degree of care. If the former, he is, of course, liable; if he can show the latter, he avoids the *prima facie* presumption of negligence cast on him by law. The Service would be absolutely at sea and would fail to carry out a consistent policy if it undertook to draw a line at some degree of negligence. We can not go beyond the law. Trespass cases should not be instituted where the evidence is insufficient to establish negligence as that term is used by the courts. But where the evidence does appear to establish negligence in the legal sense, our only course is to initiate trespass proceedings.

The responsibility of employers for acts of their employees under differing conditions and circumstances must be viewed in the light of court definitions. As a broad rule the act must be committed in the "course of employment," as distinct from acts of the employee committed upon his own responsibility and outside the scope of his employment. Here again the test must be whether the evidence and circumstances of the case bring it within the governing legal precedents as to the responsibility of the employer. The point should not be stretched. A trespass case should not be initiated against an employer if there is real doubt that the employee was legally the employer's agent at the time. If a case comes within the governing legal principles as to employer and employee, establishing the responsibility of the employer, trespass should be initiated.

The primary basis of legal action to enforce care with fire must be criminal action against the person who starts the fire, provided the acts committed constitute a criminal trespass. Law enforcement in the sense of swift criminal action must be the chief means of overcoming criminal negligence as well as dealing with incendiarism. But, wholly aside from the obligation of the Forest Service to the Government, it is essential that criminal prosecutions be backed up by civil trespass proceedings wherever liability can be established. The Forest Service must concentrate its efforts upon diminution of fire losses and of fire hazards. The dif-

ficulty of decreasing man-caused fires is such that the Forest Service must go in just as strongly as its resources permit for a better protection force, criminal law enforcement, and much wider public education on care with fire, and it must maintain a united and consistent effort to drive home the civil responsibility for fire damage.

It is not correct to view the relationship of employers to those cases in terms of "guilt" or "innocence." It is rather a question of legal liability, of a resort by the Government to its legal rights to recover losses both as a means of recouping the Government for what it has lost or expended and as a means of creating the most active and aggressive public sentiment possible in support of the whole fire prevention effort.

It will be the established policy of the Forest Service to bring trespass action in all cases against permittees who are liable for damage occasioned by Forest fires, whether such fires occur through the action of their employees or otherwise. This rule can not be departed from on the ground of a good record in past performance or of the slight degree of negligence in the case at hand. Whenever there is doubt as to whether the facts afford a basis for legal action, the Supervisor or District Forester should refer the case to the Assistant to the Solicitor, to determine whether there is sufficient ground to establish legal liability. Unless voluntary settlement is made on the basis of the damages estimated by the Service, it must be the rule to refer the matter to the courts, where the actual responsibility of the defendant will be established and the appropriate measure of damages determined. Cases should not be brought into court or a voluntary settlement requested in the first instance, if the evidence is insufficient or if there is serious doubt as to the legal liability of the person against whom the trespass would be brought.

This policy does not apply to fires which escape from brush burning on timber sale areas where the purchaser has met the contract requirements and is specifically released from liability by the contract. Such fires, in fact, do not constitute trespass.

Civil trespassers should be freely and frankly advised when voluntary settlement is requested, of their right to a judicial decision without prejudice to their National Forest rights and standing as Forest users.

Standards of Performance on Actual Fires

Performance on actual fires as regards night travel, continuous travel, rate and method of construction of control line, control line patrol, number of men, follow-up of first man, leaving a fire, reason for large fires, and all other elements of fire suppression technique will be systematically inspected in accordance with a

system developed by the district forester. The district forester will see that the conclusions and recommendations of such inspections, if approved, are carried out. He will also require that steady progress be made in the development of standards on all of these points.

Grazing and Fire Control

On each Forest the possibility of using grazing as an aid to fire control will be studied from every angle and appropriate steps taken. See Grazing section of Manual and Ogden grazing conference report.

Tools and Equipment in Readiness

On each fire control unit, tools and equipment used in fire suppression will be in the best practicable condition before the beginning of the fire season and will be placed in repair as early as possible after use on a fire.

Emergency Ration Packs

On fire Forests, unless specifically exempted by the supervisor, each ranger and guard will have packed and ready for instant use during the fire season rations for three days for one man. These rations will not only be prepared but will be taken to fires unless the man concerned is certain that food will be provided by other means.

Detection Standards

Unless it is certain that the best possible selection of lookout peaks has been worked out there will be done on each Forest each season a reasonable amount of work looking to the final selection of primary lookout points.

Every primary lookout will be provided with a suitable fire finder. Compasses will not do.

Every primary lookout point will be equipped with maps mounted for use under the fire finder and showing as much of the fire map data as is of help in quick and accurate location of fires.

Wherever any net gain can be secured thereby, detection will be intensified by placing firemen on secondary lookout points. Men so stationed will be called lookout firemen. It may take time to bring about such a relocation of firemen, but a reasonable amount of work on this project will be done each year where there is any opportunity to use lookout firemen effectively.

Signs

Definite annual progress will be made on each Forest in the matters of old fire signs which should come down and plan wise posting of new signs. Standard practice should be developed which will prevent overspacing or underspacing of signs, posting in wrong places, failure to use signs while fresh, and which will procure sign material and posting methods which are known to give the best results.

SMOKING IN RELATION TO FIRE CONTROL

Smoking at certain times and places is a fire risk. Among lumber companies the practice of forbidding smoking in the woods during the fire season is growing. Under Regulation T-1-H, District Foresters have authority to prohibit smoking in areas and at times designated by them. This applies to officers and employees as well as non-members of the Forest Service. It should be used, when in the judgment of the District Forester, fire conditions warrant such prohibition or when appropriate as a measure of cooperation with operating companies or private land owners.

Forest officers are responsible for reducing the fires caused by smoking as far as it lies within their power, by example, persuasion, or the exercise of authority. They should adjust or limit their personal habits in smoking with this responsibility clearly in mind.

CAMP FIRE PERMITS

Camp fire permits are an approved means of impressing the habit of care with fire and of reducing the number of man caused fires. District Foresters should take advantage of Regulation T-1-E to require camp fire permits in those places and during such periods when in their judgment it is advisable and practicable to do so.

CLOSED AREAS

Under Regulation T-1-I, district foresters have authority to close areas of especial hazard except to settlers or persons having permits. This authority is of particular value in reducing risks in timber sale areas or in other places during conditions of extreme danger. While this authority must obviously be used with great discretion it should be taken advantage of without hesitation when conditions seem to warrant its use.

Dispatchers and Field Work by District Rangers in Fire Season

When proper organization for fire control makes it necessary to have a man continually at the phone to receive reports and start action on fires, this service should be performed by one dispatcher for the entire Forest, or for several ranger districts which can be handled together. When, because of the communication system or for any other reason, it is not practicable to employ a single dispatcher for the entire Forest or any group of ranger districts, it is approved practice to employ an assistant to the district ranger who will act as dispatcher for the ranger district. In no cases of this character is the district ranger justified in acting as his own dispatcher for more than temporary periods. The district ranger's work is in the field, and his work should be so organized that he can carry on his protective and other field duties throughout the season. If there are parts of a ranger district not equipped with telephone lines, it may be inadvisable for him to go there, at least during the worst of the fire season; but in those parts of his district which are served by telephone lines he can, by using a portable telephone, keep in daily touch with the fire situation and can go to fires himself as may be desirable. This paragraph does not apply to ranger districts where the fire danger does not warrant a dispatcher system, but where, nevertheless, it may be necessary during a few days or a few weeks of acute fire danger during the year, to keep the district ranger where he can make a quick get-a-way to fires.

Correlation of Wage Scales

District foresters will see to it that wage scales for fire fighters and guards are correlated within the district. They are also responsible for working out proper correlations between adjoining National Forest districts or for putting the problem up to the Forester if it is found that there is some point on which district foresters can not agree.

Reports

Carefully made reports on individual fires on Form 929 are the foundation of records on which the major strategy of fire control must depend. Every report needs to be carefully made. Estimates of damage should be made with special care.

The annual report for each district on Form 446, for the calendar year is due to be mailed from district headquarters by January 5. Each district will make its own arrangements for the form and time of getting reports from the Forests.

Standard Classification for Reporting Causes of Fires

In the fire reports for the calendar year 1922 and thereafter the causes of Forest fires are to be classified and grouped as follows:

LIGHTNING: Fires directly or indirectly caused by lightning.

RAILROAD FIRES: Fires from sparks or cinders of all classes of locomotives and construction engines, clearing of rights of way and all other fires incidental to operations on, or to the occupancy of, the right of way of an established common carrier railroad, or to common carrier railroads under construction.

CAMP FIRES: Fires resulting in any manner, smoking excepted, from carelessness of campers, and travelers through the Forest, such as stockmen, prospectors, picnickers, surveyors, berry pickers, hunters and fishermen, and camp fires of woods workers.

SMOKERS: Fires caused by smokers' matches and by burning tobacco in all forms.

BRUSH BURNING: Fires caused by clearing lands for any purpose (other than for rights of way for common carrier railroads, and brush burning in lumbering operations) or by rubbish, garbage, range, stubble or meadow burning.

INCENDIARY: Fires which to a reasonable degree of certainty are wilfully or maliciously set to burn National Forest land or adjacent private land.

LUMBERING: Fires, excepting those set by smokers and from camp fires of woods workers, incidental to all lumbering operations; caused by sawmill engines, donkey engines, logging railroad locomotives (except on such logging railroads as are common carriers) and woods camps; through carelessness of employees engaged as wood choppers, slash burners, shake makers, etc., and by persons cutting free use timber.

MISCELLANEOUS: Fires which can not be properly classified under any of the other standard causes. Do not include unknown fires under this head; put them under the probable cause.

Use of FF

The subappropriation for fire fighting, known as FF, will be used for the payment of all special expenses incurred in suppressing Forest fires.

Emergencies

The decision as to the existence of emergency physical conditions must be made by the district forester and under his direction by the supervisor. An emergency can not be said to exist unless there is grave danger that the available protective resources will not be able to deal successfully with an existing or impending situ-

ation. In deciding as to the existence or approach of emergency conditions the following factors should be considered and current conditions compared with normal.

1. Number of fires burning.
2. Number of Forest officers required for overhead on going fires.
3. Occurrence of dry or near-dry electrical storms, or lightning-breeding weather.
4. Relative humidity.
5. Temperatures.
6. Winds.
7. Precipitation.
8. Dryness of litter.
9. Haze and smoke as affecting detection.
10. Campers, berry pickers, and hunters.
11. Unforeseen industrial activity.

Emergency Guards

The district foresters may authorize supervisors to employ, equip, subsist, and transport emergency guards from the FF fund when, in their judgment, an emergency exists or is clearly impending. No FF should be used for emergency guards in the absence of emergency physical conditions present or impending without the specific approval of the Forester.

Emergency guards should be drawn as far as possible from permittees, other employees, or residents on and near the Forests. As a part of the regular preparation for the fire season arrangements should be made, if possible, with permittees and residents who will act as emergency guards when needed.

Emergency guards should be laid off promptly when the emergency conditions pass, but exceptions may be made in remote or inaccessible regions when there is a probability of a recurrence of emergency conditions.

FF money may be used to employ clerks to assist in supervisors' offices or fiscal agents' offices in order to facilitate payment of fire accounts.

FF money may be used to pay men who must be hired to replace rangers or guards who are transferred from regular duties to fight fires elsewhere.

Each district should determine from average conditions the safe, reasonable dates when the protective forces should be employed and the average dates when it can be laid off. GE District should be set up for this full normal period of employment. In

years when the fire season opens earlier than average, or closes later than average, the district forester may authorize the use of FF to pay the salaries and other expenses which may be necessary to maintain adequate protection, provided he has first cut other GE district allotments to absolutely essential work and applied the savings to fire control.

Use of FF on Equipment after Fires

FF may be used to collect and prepare for further use tools and equipment which have been employed on fires, provided the regular force is unable to do this work, and provided that FF will not be so used during the period of no fire danger, except to complete the return of tools to regular places of storage, and provided further that FF may be used for blacksmith work, saw filing, and similar work after the close of the season if the ranger lacks the skill or equipment to do the needed work in putting into shape tools and equipment damaged on fires.

Use of FF on Trails

FF may be used to cut trails into fires, but no more work will be done than is strictly necessary in order to get to and from the fire. Trails damaged by fires may be repaired sufficiently to enable crews to pass over them, but FF must not be used for regular trail repair.

Use of FF for Hire of Pack Animals

Pack animals, in addition to those used on actual fires, may be hired from FF under the same principle and limitations which control the employment of emergency guards.

Use of FF for Regular Guards

No member of the regular force will be paid from FF while fighting fire. This precludes paying guards on an hourly basis while fires are burning, or paying special bonuses out of FF.

Use of FF on Trucks

Adequate precautions should be taken to guard against charging any more of the cost of operation, repair and maintenance of automobiles, trucks, and boats to FF than can be identified as directly due to fire suppression or fire emergency work. To put it another way, the cost of running, storing, or repairing such equipment (except equipment used ex-

clusively on fire suppression) shall be regarded as a charge against appropriate schedules other than FF. The extra expense only on account of fire fighting or fire emergency work may be charged to FF.

Travel

Travel expense to and from fires may be paid from FF only as outlined below:

1. Inter-ranger district travel by rangers, inter-forest travel by Forest personnel, and inter-National Forest district travel by all personnel.
2. Travel of district office personnel, except the district forester, assistant district forester in charge of Operation and the district fire chief.

The instructions in the two preceding paragraphs do not prohibit making payment for an automobile hired by a Forest officer who has no car of his own if for any reason it is desirable and profitable for him to go to a fire in a hired car. Such expense is normally in excess of ordinary travel and it is entirely proper to charge such special transportation to the FF fund. However, when the Forest officer goes to a fire in his own car, he is reimbursed on a mileage basis and this can not be regarded as anything but regular travel and therefore can not be charged to FF. When a Forest officer takes a crew with him to a fire and employs special transportation for the men, the cost of such special transportation is a proper FF charge.

Travel expense of personnel sent from one Forest or one district to another for the purpose of training in suppression methods in technique can not be paid from FF.

Hauling

Hauling of tools or supplies in Forest officers' cars may be paid for from FF. See instructions on page 74.

Forage, Supplies and Equipment

Stocks of forage, supplies, and equipment of all kinds must not be replenished by use of FF, except to make replacements when forage, equipment or supplies which have been purchased from special funds such as GE and special schedules have been drawn upon for fire fighting, or in the case of fire equipment when special authority is given by the Forester. This, of course, does not prevent purchase of necessary and reasonable amounts of forage, supplies, and equipment required for actual fires and for emergency guards, and when necessary, food for caches in isolated localities and for emergency rations for packs of firemen to be used while absent from their

stations on fire suppression travel and work. P-summer balances may be used for emergency rations in lieu of the substitution of such balances for FF previously paid out for emergency guards.

BASIC STATISTICS AND FIRE STUDIES

Fire research is essential to the complete solution of the fire problem. The more promising lines at present developing are:

1. Analysis and interpretation of statistical material and application of results to general practice. This includes both district studies and those on individual forests. Such studies develop fundamental cause and effect relations. The compilation and analysis of statistics as to results secured in fire control disclose controlling physical factors and those occurring in organization and performance.
2. Fundamental studies which may or may not lead to results of immediate applicability. This includes studies of moisture content and inflammability of duff in its relation to various climatic factors, relative humidity, rate of evaporation, development of simple methods for measuring them and forecasting weather conditions as an index to fire danger; and the occurrence and characteristics of lightning storms.
3. Collection and correct analysis of data on fire damage, including especially methods of obtaining data, and correct and usable methods of appraising damage. It is of fundamental importance that the nature and extent of damage be thoroughly understood and appreciated if protection policy and practice are to go ahead on a sound basis.

Progress in fire research is dependent in part on the basic data obtained from individual fire reports. Such reports should be carefully filled out and preserved with this use in mind. Under no circumstances should any individual fire report be destroyed.

By far the greater part of losses on account of fire and of expenditures for fire fighting occur in connection with what are usually referred to as "breaks." These occur when physical causes, failures in prevention or in suppression, permit fires to get out of hand and the effort to control them becomes ineffective because of the size and difficulty of the suppression job. Studies of underlying physical or human causes which lead to "breaks" are urgently needed. This problem is a challenge to every member of the Service, and its solution is particularly important if fire control is to be made effective in the extremely bad years which must be expected from time to time. Administrative men are ordinarily in the best position to attack some angle of this problem.

Cooperation in Enforcing State Fire Laws

REG. P-1. ALL FOREST OFFICERS WILL COOPERATE WITH STATE OFFICIALS, SO FAR AS PRACTICABLE, TO ENFORCE STATE LAWS FOR THE PREVENTION AND EXTINGUISHMENT OF FOREST FIRES. WHEN AUTHORIZED TO DO SO BY THE PROPER STATE OFFICERS, THEY WILL, WITHOUT ADDITIONAL PAY, ACT AS FIRE WARDENS WITH FULL POWER TO ENFORCE THE LOCAL LAWS.

Fire Control Cooperative Agreements

REG. P-2. THE FOREST SERVICE SHALL, WHENEVER POSSIBLE, AND IS HEREBY AUTHORIZED TO, ENTER INTO SUCH AGREEMENTS WITH PRIVATE OWNERS OF TIMBER, WITH RAILROADS, AND WITH OTHER INDUSTRIAL CONCERN OPERATING IN OR NEAR THE NATIONAL FORESTS AS WILL RESULT IN MUTUAL BENEFIT IN THE PREVENTION AND SUPPRESSION OF FOREST FIRES; PROVIDED, THAT THE SERVICE REQUIRED OF EACH PARTY BY SUCH AGREEMENTS SHALL BE IN PROPORTION TO THE BENEFITS CONFERRED.

Improvement

Priority of Improvements Needed for Fire Control

In all cases, the classes of improvement work which afford security against fire will be given preference over other classes. Telephone lines needed for fire control must be completed at the earliest possible date. Lookout structures, firemen's cabins, and pastures for the horses of firemen are of next importance.

As urgently needed fire control improvements are completed, it will be possible to devote a larger proportion of improvement money to buildings and miscellaneous improvements needed at ranger district headquarters.

Allotments to districts will be based on the best information as to relative needs, particularly needs for fire control improvements.

Improvement Plans and Records

Improvement plans will consist of maps showing location, classification, and inter-relation of improvement projects together with the Form 428 record. The engineering road map system includes all the maps which are necessary for road plans.

Form 428 is the basic record used for improvement plans, cost of individual projects, history of each project and improvement inventory. There should be a Form 428 for each improvement project including minor road and trail projects.

It is obviously desirable to restrict the number of minor road and trail projects as far as it can be done without lumping on one card roads or trails which do not logically belong together from the standpoints of type and cost of construction, character of use and cost of maintenance. Individual minor road and trail projects should include all the contiguous mileage of a system which is nearly enough alike in type, use and cost of maintenance to make the subsequent cost and other records administratively usable. Very small detached pieces of minor roads or trails which are practically identical in their essential characteristics may be combined on one card called "Miscellaneous Small Projects" if that seems administratively desirable.

A bridge should normally be carried as a part of the road or trail which it serves. Engineering reports carry no separate heading for bridges. When a bridge is necessarily carried as a separate project on Form 428 the annual report should show whether the bridge should be classified under roads or trails in the engineering reports. Form 428 for a minor road project should contain as a part of its designation the project's number or numbers given on Forest Road Map "A".

The Form 428 record divides naturally into the two main divisions: "Proposed Projects" and "Projects under Construction or Completed." In each division the subsidiary classes follow the order given in Form 446 Improvement Section, Annual Statistical Report. If desired by the district forester, the record will be in duplicate; one set to be kept in the district office and the other on the Forest. The Forest cards are printed on stock of a different shade to avoid confusion and possible errors in filing when the duplicate card system is maintained.

When projects, other than trails or roads, are abandoned or sold, relief must be secured on Form 358 or Form 217.

Proposed Projects

There should be a card for each project proposed for construction during the period established in the permanent improvement plan. In some districts this is 3 years, in others 5. These cards can, of course, show only preliminary data and estimated cost. For these cards on proposed projects to fill their real purpose as a flexible cumulative improvement plan, they must be used as a "live record;" i.e. as the regular place to record facts gathered and decisions reached in the course of current work. When construction actually begins on a given project its card should at once be transferred to the "completed or under construction" section.

Completed or Under Construction

Entries on these cards for roads, trails, and bridges, should be posted from accounts records by fiscal years. When practically

all accounts are in and all entries posted, and in any event not later than July 15 of each year, the cards for roads, trails and bridges should be forwarded to the district office by supervisors. Mileage under construction at the end of the fiscal year should be reported in addition to mileage completed during the year.

Entries on Form 428 for all projects other than roads, trails and bridges should be posted from accounts records by calendar years, and all cards forwarded to the district office not later than January 20 of each year. As soon as all new entries are abstracted to the duplicate set in that office the cards should be returned to the Forest. This procedure may be reversed if desired, and the full set of cards in the district office forwarded to the respective Forest for posting. If the duplicate card system is not used, reports will be secured from Forests in accordance with instructions from the district forester.

Annual Statistical Report

The Form 428 record may be used as the basis for the preparation of the improvement section of the annual statistical report, Form 446, in the district office. Roads, trails and bridges will be omitted from Form 446 when the annual statistical report is made to the Forester. Such projects will be reported in connection with the engineering fiscal year report.

Administrative Rights of Way

Rights of way should be secured from the owners of private lands before constructing telephone lines, roads or trails.

In all cases where a right of way is purchased the instrument of conveyance should be submitted to the district forester for the approval of the district assistant to the solicitor. The statutory requirements relating to the execution of such instruments vary in the different states. After approval by the district assistant to the solicitor the instrument will be returned to the forest supervisor and should be placed on record in the county wherein the land affected is situated.

Cooperative Telephone Lines

Cooperation involving joint ownership, construction of maintenance of telephone lines introduces a division of responsibility which may affect communication and maintenance, as well as future growth and extensions. Such cooperation will not be entered into except in unusual instances, and then only with the specific approval of the district forester.

When Dwellings May be Constructed

Only where there is an undeniable need for them and when it is impracticable for the officer to rent his own living quarters will houses be constructed at Government expense on either Government or leased land.

Lease of Land or Buildings for Dwelling Purposes

The lease of dwellings solely for the personal needs of a Forest officer is construed as granting additional compensation and will not be done. If for strictly official reasons it is necessary to station an employee at a point where it is impracticable for him to rent his own quarters, a dwelling may be leased by the Service or land may be leased and a dwelling constructed at Service expense. If the Service is able to rent a dwelling, the presumption is that it is possible for the employee to rent the same dwelling. Land should not be leased for construction of a dwelling unless the period of use will be long enough to justify the investment.

Since the Department is not permitted to incur obligations for a period beyond the limit of the appropriation act, which is nearly always the fiscal year, land must not be leased for any purpose requiring the construction of buildings which can not be moved either intact or by taking them down and putting them up again elsewhere.

Purchase or Acceptance of Gifts of Land for Erection of Buildings

Until further legislation is secured no land may be purchased for erection of buildings. A deed of gift, however, may be accepted for a consideration of \$1 to make the transaction legal; but no buildings should be erected on donated land until after the deed has been approved by the Attorney General. Within the boundaries of National Forests it may be possible to acquire lands needed for administrative purposes by exchanging land or timber therefor under the provisions of the General Exchange Act.

Offices, Garages and Barns

District rangers will be provided with offices when necessary. Such offices should be apart from their dwellings when practicable.

Office space in dwellings owned or rented by forest rangers will be rented at Government expense where the space is used exclusively for the transaction of official business.

Where the use of horses or a car is regarded by the superior officer as essential to the work to be done, barns or garages may be provided at Government expense. Policies and procedure under this general rule will be determined by the district forester.

Minor Roads and Trails

See mimeographed circular "Instructions for Minor Road work" and hand book "Trail Construction on the National Forest."

Lookouts

All improvements intended for shelter of lookout men or to increase the scope of view of lookout men, will be constructed at the point from which the most effective view of the surrounding country will be afforded.

Standard glass-ribbed houses 12 feet by 12 feet, having the glass area identical to that of the District 6 standard lookout house; or 14 feet by 14 feet in size with a proportional increase of glass area with no increase in corner obstructions, set upon foundations of appropriate height up to 25 feet will be built on all lookout points where a higher observatory is not essential to the securing of the maximum range of view. It will be the policy to require lookouts to live in such houses rather than in quarters on the ground.

Where higher observatories are required, towers with enclosed glass-ribbed tops should be provided.

Living quarters to be used in connection with towers will be constructed as near the base of the tower as physical conditions will permit.

Building Limits

Until Congress authorizes otherwise, no building may be erected at a cost of more than \$1,000.

In an opinion dated June 10, 1918, the solicitor held as follows: "Where you utilize the labor of regularly employed Forest officers in circumstances such that they have no other official work to perform and would be idle except for such employment, you do not incur any expense in so doing or make any expenditure from your appropriation, but on the contrary, you affect a saving and give the Government a better building than it would otherwise be able to obtain. I think, therefore, you are undoubtedly correct in not taking the value of such labor into account in determining the cost of the building."

Except as indicated by the Solicitor all time of year-long and seasonal employees on both the statutory and miscellaneous rolls will be charged against the building limit. Forest officers responsible for the use of contributed time put on buildings and not charged against the building limit should be prepared to certify that the use of such contributed time meets the conditions laid down

in the Solicitor's opinion and also that the employee would have been retained in a pay status even if not employed on the building. The control of contributed time in accordance with the foregoing is equally important to compliance with the Fiscal Regulations, and is a specific and important responsibility of Forest Supervisors.

The words "would be idle except for such employment" used by the Solicitor mean that the man would be idle so far as the essential work for which he is employed is concerned. A lookout is idle in this sense during the short interval between his examinations of his country for smoke and in these intervals can be employed on a building without including his time in the cost of the structure so far as the building limit is concerned. A fire guard is idle in this sense when because of a rain there is temporarily no fire danger but a recurrence of fire danger is reasonably to be expected and the guard must be retained but can not be employed at administrative work. A district ranger is idle in this sense when during the winter he is unable to do administrative work because of seasonal conditions, and if not employed on a building would fill in his time with care of equipment, study of manuals or other work which can either be omitted without disadvantage to his field season work or which can be completed during the winter period in addition to such contributed time as he may put on a building.

In controlling the cost of a building with reference to the building limit the following items will be included as a part of the cost of the building:

1. All plumbing fixtures, such as sinks, bath tubs, toilets, hot and cold water tanks, and piping, actually installed in the buildings.
2. A lateral from a main pipe-line or a pipe running direct from a spring or storage tank in cases where the building served is the only one existing or contemplated.
3. A rain-water cistern, including eaves-troughs which collect water from the roof of a house for use in the house only or primarily.
4. Connections with sewage disposal plants including interior plumbing and drain-pipes running to a cess pool or septic tank.

The following items will not be charged as a part of the cost of a building:

1. Wells and other sources of supply; windmills, gas engines, and other power plants; storage tanks, and reservoirs, and main pipe lines actually serving or capable of serving several improvements, such as house, barn, office, bunkhouse, corral, and garden.

2. Sewage disposal plants; cess pools, septic tanks, and distributing tiles.

It will be noted that the main pipe line of a water system capable of serving more than one building or for stock troughs, irrigation of garden and lawn, etc., is not chargeable to any building. Ordinarily it will suffice to extend the water main to a central point within the site, with provision for future distribution to other points of use.

Purchase, Completion, and Moving of Improvements Already Constructed

Buildings already constructed may be purchased provided the cost does not exceed \$1,000 and buildings constructed under lower limits may be completed or added to up to a limit of \$1,000. Until further legislative authority is secured, other improvements already constructed such as telephone lines, fences, etc., can not be purchased.

When a building is wrecked and reconstructed on another location the cost of wrecking, moving and reconstruction need not be counted against the building limitation. The material or labor used to replace parts of the building destroyed in wrecking must, however, be counted against the building limit. Labor or material used to make the building better in any way than it originally was must be counted against the building limit.

When a Government-owned building is moved without wrecking, the cost of moving does not need to be counted against the building limit.

The Forest Service Blaze

The Forest Service blaze is used to mark permanent trails constructed or taken over for maintenance by the Forest Service. It should never be used for marking any temporary trail or location and should not be used on permanent trails except when because of the open character of the timber, the absence of excavation or the lack of any other means of identification, the traveler will be left in doubt as to the route to be followed. For further instructions see the handbook "Trail Construction on the National Forests" pages 46 to 49.

Signs

For instructions see the mimeographed circular "Instructions for Minor Road Work" and the handbook "Trail Construction on the National Forests."

Accessibility of Public Records

REG. A-8--IN GENERAL, THE PAPERS ON FILE IN THE OFFICES OF THE FOREST SERVICE RELATING TO THE TRANSACTION OF NATIONAL FOREST BUSINESS ARE PUBLIC RECORDS, AND AS SUCH ARE OPEN TO THE PUBLIC. INFORMATION SHOULD NOT BE REFUSED TO PERSONS WHOSE INTEREST IS LEGITIMATE: RECOMMENDATIONS ON MATTERS PENDING SHOULD NOT BE MADE PUBLIC. EQUAL OPPORTUNITIES FOR INFORMATION MUST BE GIVEN TO ALL PERSONS HAVING AN INTEREST IN ANY TRANSACTION. IN CONFORMITY WITH THE PRACTICE, AND AT THE REQUEST OF THE DEPARTMENT OF THE INTERIOR, ALL REPORTS ON PUBLIC-LAND CLAIMS WILL BE TREATED AS CONFIDENTIAL AND MAY BE EXAMINED ONLY BY DULY AUTHORIZED OFFICERS AND EMPLOYEES OF THE GOVERNMENT. REPORTS ON JUNE 11 APPLICATIONS AND PERSONNEL REPORTS ARE CONFIDENTIAL, AND MAY BE EXAMINED ONLY BY DULY AUTHORIZED OFFICERS OF THE GOVERNMENT. UNDER NO CIRCUMSTANCES WILL INQUIRIES BE PERMITTED TO TAKE PAPERS FROM THE FILES OUTSIDE OF THE BUILDING.

As a part of the Government, the Forest Service must do business in the open. Knowledge in regard to its business transactions, especially its purchases and its sales of timber, can not be refused to citizens as in business transactions between two private firms. In timber sales, negotiations with applicants may be regarded as confidential, since they will be followed by public advertisement and the issuance of a sample contract giving equality of opportunity to all persons concerned. Executed contracts may be inspected in supervisors' or district offices by those who desire to do so, although it should be explained to persons making such requests that the Forest Service prefers to have such inspections made only after the consent of the purchaser has been obtained, or better still, to have the information secured from the purchaser. Information in regard to the amount of deposits to the credit of a purchaser will not ordinarily be furnished, however, since the giving of such information may be prejudicial to the Government's interests. The same general policy should be followed with regard to timber cut in connection with exchanges. Data on the financial standing and reputation of a purchaser will always be kept confidential.

Severe legal penalties are imposed for unauthorized use or removal of official records.

ASSOCIATIONS OF NATIONAL FOREST PERMITTEES

REG. A-9. PERMITTEES WHO USE A NATIONAL FOREST OR PORTION THEREOF FOR LIKE PURPOSES AND DESIRE TO COOPERATE WITH THE FOREST SERVICE IN THE SYSTEMATIC BETTERMENT OF CONDITIONS AND FACILITIES CONTROLLING THEIR USE OF THE NATIONAL FOREST LANDS MAY DO SO BY ORGANIZING THEMSELVES INTO ASSOCIATIONS, IN WHICH ALL PERMITTEES OF LIKE CHARACTER WITHIN THE AREA ARE ELIGIBLE TO MEMBERSHIP, AND REQUESTING OFFICIAL RECOGNITION BY THE FOREST SERVICE. THE REQUEST

SHOULD BE ADDRESSED TO THE FOREST SUPERVISOR WHO WILL ACT ON ALL LIVESTOCK ASSOCIATION REQUESTS AND REFER ALL OTHERS TO THE DISTRICT FORESTER. TO SECURE SUCH RECOGNITION THE ASSOCIATION MUST SHOW THAT ITS MEMBERSHIP INCLUDES A MAJORITY OF ALL PERSONS HOLDING PERMITS FOR LIKE PURPOSES WITHIN THE AREA INVOLVED, AND THAT AN ADVISORY COMMITTEE HAS BEEN APPOINTED WHOSE AGREEMENTS ON BEHALF OF THE ASSOCIATION SHALL BE BINDING UPON ALL MEMBERS THEREOF. IF THE ASSOCIATION IS RECOGNIZED BY THE FOREST SUPERVISOR OR DISTRICT FORESTER ITS ADVISORY COMMITTEE SHALL BE ENTITLED TO RECEIVE NOTICE OF PROPOSED ACTION AND HAVE AN OPPORTUNITY TO BE HEARD BY THE LOCAL FOREST OFFICER IN REFERENCE TO ANY PROPOSED CHANGES LIKELY TO MATERIALLY AFFECT THE USE OR INTEREST IN THE FOREST OR PORTION THEREOF ENJOYED BY MEMBERS OF THE ASSOCIATION.

UPON REQUEST FROM AND WITH THE APPROVAL OF AN OFFICIALLY RECOGNIZED ADVISORY COMMITTEE THE DISTRICT FORESTER MAY ESTABLISH SPECIAL RULES TO PREVENT DAMAGE TO THE FOREST LANDS AND TO REGULATE THEIR USE AND OCCUPANCY AND PROMOTE THEIR DEVELOPMENT AND IMPROVEMENT FOR THE PURPOSES AND IN THE WAYS FOR WHICH PERMITS ARE ISSUED TO MEMBERS OF THE ASSOCIATION, AND THE RULES THUS ESTABLISHED SHALL BE BINDING UPON AND OBSERVED BY ALL PERMITTEES USING THE DESCRIBED FOREST LANDS FOR LIKE PURPOSES.

UPON REQUEST FROM AND WITH THE APPROVAL OF A MAJORITY OF THE MEMBERS OF THE ASSOCIATION, THE DISTRICT FORESTER MAY AUTHORIZE THE OPERATION, BY THE ASSOCIATION, OF SERVICES OR UTILITIES OF GENERAL CHARACTER AND BENEFIT WHICH PROMOTE THE BETTER USE AND ENJOYMENT OF THE FOREST LANDS BY THE PERMITTEES, AND THE COLLECTION FROM EACH PERMITTEE THUS BENEFITTED OF FEES OR CHARGES WHICH SHALL REPRESENT SAID PERMITTEE'S FAIR SHARE IN THE COST OF SUCH WORK INCLUDING THE EXPENSES INCIDENT TO ITS MANAGEMENT AND SUPERVISION, AND FAILURE OF ANY PERMITTEE TO PAY SUCH FEES OR CHARGES SHALL BE A BREACH OF THE TERMS OF HIS PERMIT.

APPEALS

REG. A-10. AN APPEAL MAY BE TAKEN FROM ANY ADMINISTRATIVE ACTION OR DECISION BY FILING WITH THE OFFICER WHO RENDERED THE DECISION, A WRITTEN REQUEST FOR RECONSIDERATION THEREOF, OR NOTICE OF APPEAL. DECISIONS OF FOREST OFFICERS SHALL BE FINAL UNLESS APPEAL IS TAKEN THEREFROM WITHIN A REASONABLE TIME. THE DECISION APPEALED FROM SHALL BE REVIEWED BY THE IMMEDIATE SUPERIOR OF THE OFFICER BY WHOM THE DECISION WAS RENDERED; THAT IS, IN THE FOLLOWING ORDER: SUPERVISOR, DISTRICT FORESTER, FORESTER, SECRETARY OF AGRICULTURE.

UNLESS THE WRITTEN NOTICE OF APPEALS CONTAINS AN ACCEPTABLE REASON FOR ALLOWING A LONGER TIME FOR THE PREPARATION OF THE CASE, THE APPELLANT SHALL FILE IMMEDIATELY A STATEMENT OR BRIEF SETTING FORTH IN DETAIL THE RESPECTS IN WHICH THE ACTION OR DECISION FROM

WHICH APPEAL IS TAKEN IS CONTRARY TO OR IN CONFLICT WITH THE LAW, THE REGULATIONS OF THE SECRETARY, OR THE DETERMINED FACTS. UPON RECEIPT OF SUCH STATEMENT OR BRIEF THE OFFICER FROM WHOSE ACTION OR DECISION THE APPEAL IS MADE SHALL PREPARE A STATEMENT OR BRIEF REVIEWING THE CASE AND PRESENTING THE FACTS AND CONSIDERATIONS UPON WHICH HIS ACTION OR DECISION IS BASED. THE TWO STATEMENTS OR BRIEFS TOGETHER WITH ALL PAPERS COMPRISING THE RECORD IN THE CASE SHALL THEN BE TRANSMITTED TO THE OFFICER TO WHOM THE APPEAL IS MADE WHO WILL THEREUPON REVIEW THE CASE AND ADVISE BOTH THE APPELLANT AND THE SUBORDINATE OFFICER OF HIS DECISION.

IN NO CASE WILL AN ATTORNEY BE RECOGNIZED IN PERSONNEL MATTERS.

Instructions and Procedure

Request for Consideration

Any person adversely affected by the administrative action or decision of a forest supervisor may secure reconsideration of such action or decision by filing with the supervisor, within 10 days of receipt of notification thereof, a formal request for such reconsideration supplemented by material new evidence bearing upon the case. In such event the supervisor will examine the record carefully and if evidence upon material points is lacking will notify the appellant of the deficiency, advising him that he will be given 10 days additional time in which to submit the missing evidence. The supervisor may extend the limit for submission of missing evidence if the conditions warrant.

Within 10 days from the date of the filing of the completed record the supervisor will prepare a formal decision, discussing each point of the appellant's statement, and stating clearly the regulations and reasons upon which his decision is based. This will be forwarded by registered mail to the appellant.

Appeals to the District Forester

If a request for reconsideration of an action or decision is rejected by the supervisor, or if the supervisor's final decision is adverse, the appellant may appeal to the district forester by filing written notice with the forest supervisor within 10 days from the receipt of the registered notification.

In an appeal before the district forester, the appellant and the forest supervisor may each file an argument or brief reviewing the previous decisions and the evidence in the case. New evidence will not be admitted unless the appellant's request for the consideration of new evidence had been rejected by the supervisor, in which event the new evidence may be submitted to the district for-

ester, and, if material, will be considered by him.

When an appeal is taken to the district forester, the supervisor will forward the complete record in the case to him for his consideration. When this is received, the district forester will review it and prepare a decision, which will then be sent by registered mail to the appellant, and a copy transmitted to the supervisor.

The supervisor's decision will not be reversed unless it is shown to be unwarranted by the facts, the regulations, instructions, or the law. When there is a variation in the statements of the supervisor and the appellant, but the preponderance of the evidence shows the supervisor to be justified in his action, he will be sustained.

Within 10 days from the receipt of the district forester's decision, an appeal to the Forester may be filed with the district forester.

Appeals to the Forester

Where a case is appealed to the Forester the appellant may file one additional statement, reviewing the previous decisions and presenting the argument. The district forester will also file a statement. These two briefs, together with all papers in the case, will be presented to the Forester, and upon them his decision will be rendered.

Appeals to Secretary of Agriculture

Appeals may also be taken to the Secretary of Agriculture from adverse decisions of the Forester. Any party availing himself of this privilege must, within 30 days from the time he receives notice of the Forester's decision, file with the Forester his petition for review by the Secretary of Agriculture. Upon receipt of the petition the Forester will submit all the papers to the Secretary.

Field Investigation

A field investigation of an appeal case may be ordered by the district forester, the Forester, or the Secretary of Agriculture. The field examiner will submit a report, which will be considered at the time the decision is rendered.

Examination of Records

Copies of answers or reports will be furnished the appellant in the discretion of the deciding officer. The appellant or his authorized agent may inspect the record of the case in the office of

the supervisor, district forester, Forester, or Secretary of Agriculture, but will not be allowed to remove any papers. Statements of witnesses which have been submitted cannot be regarded as confidential if they are considered as testimony. The appellant should be given full knowledge of the material facts contained in such statements, and of the identity of the witnesses. Statements submitted in confidence and which must be treated as confidential cannot be used as the basis for a decision.

COMPLAINTS

Letters of complaint, criticism or inquiry do not necessarily constitute appeals nor are they necessarily subject to the appeals procedure. An appeal can only be taken by a party directly affected by the administrative action or decision in question. However, it is distinctly to the interest of the Forest Service to promptly correct any condition which justifies public complaint or dissatisfaction, consequently all complaints should be courteously acknowledged and carefully considered. If, however, a complaint is deficient in clear-cut specific citations of fact or is libelous or scurrilous in character the complainant should be advised that it will be necessary to furnish detailed evidence, preferably in affidavit form, before action is taken on his representations.

The details of the complaint, when received, will be checked against the recorded instructions and records and if it is found that the action complained of is in accord with prevailing instructions the matter will be closed by a letter advising the complainant to that effect. If the action complained of apparently is not in accord with the established instructions, such investigation will be made as may be necessary to determine the true facts and the administrative action which they justify. No action by a forest officer will be reversed or condemned without a full determination of all the facts, except where it is clearly in conflict with instructions and prompt action is necessary to prevent hardship to a forest user.

Complaints involving the personal or official conduct of forest officers which cannot be checked against records or instructions should be investigated at the earliest opportunity, even though made by persons not wholly responsible. In some cases they contribute a grave injustice to an honest and capable officer who is entitled to the vindication that will result from a searching and impartial investigation; in others, a grave menace to the good reputation of the Service. In either event it is better to clear them up by a thorough-going investigation than to encourage their persistence through an effort to disregard them.

An investigation of a complaint is best accomplished by individual effort on the part of the investigator in interviewing persons having a knowledge of the facts; in reviewing records; and in

personally visiting and examining the areas which are in controversy or about which specific assertions have been made. Public hearings of personal grievances or complaints should be avoided as they rarely result in the complete disclosure of all the facts and often resolve themselves into quasi-judicial proceedings without the safeguards and procedure essential to the equitable workings of a judicial organization, thus frequently defeating rather than promoting the purpose of the investigation. Upon the other hand, free and open discussion in public meetings of Forest questions, problems, and decisions involving matters of real public interest, such as road matters and the like, are usually helpful and should be encouraged.

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